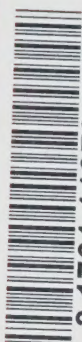


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ROYAL COMMISSION

ON


CONDITIONS OF FOREIGN SERVICE

INTERNAL WORKING PAPERS

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ROYAL COMMISSION
ON
CONDITIONS OF FOREIGN SERVICE
INTERNAL WORKING PAPERS





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PREFACE

Presented in this volume are a number of papers prepared for internal use by staff and advisors to the Royal Commission on Conditions of Foreign Service. They are reproduced in the form and language in which they were originally presented for discussion, except that names and locations have been deleted where necessary to preserve confidentiality. This volume is intended for the use of those who wish to pursue in greater detail the findings discussed in the Commission's final report, but who would normally not be able to travel to Ottawa to study these documents in the National Archives.

The three papers in the first section deal with the results of the questionnaires distributed to all members of the foreign service and their families. To complement its program of research and personal interviews, the Commission contracted with the Bureau of Management Consulting (Supply and Services Canada) for the preparation of three questionnaires, one for foreign service employees, one for spouses and one for dependent youth. After the results had been tabulated by BMC, the Commission engaged Professor Brent Ruben of Rutgers University to analyze the responses to each questionnaire. The three reports presented here were later summarized for inclusion in the background papers in the Commission's final report.

The remainder of this volume is devoted to staff reports on the results of efforts to gather information by several means, including interviews with members of the foreign service community abroad and in Ottawa and former foreign service employees. As well, there are several analyses of the 'tear sheets' completed by those who responded to the Commission questionnaires. These were detachable pages that encouraged respondents to identify "three things I like best" and "three things I like least" about life and work in the foreign service. A third question asked respondents to list "three recommendations that would improve conditions in the foreign service". Some of this information was also summarized graphically and presented in Part III of the Commission's report under the heading "Data Sources".

PREFACE

Vous trouverez dans ce volume un certain nombre de documents d'usage interne préparés à l'intention du personnel et des conseillers de la Commission Royale d'enquête sur la situation dans le service extérieur. Ils y sont reproduits sous la forme et selon la formulation qu'ils avaient à l'origine au moment où ils ont été soumis à la discussion, à l'exception des noms de lieux et de personnes qui ont été supprimés lorsque cela s'avérait nécessaire à la protection de la confidentialité. Ce volume s'adresse aux personnes qui désirent étudier de manière plus détaillée les conclusions fournies par la Commission dans son rapport final tout en n'étant pas normalement en mesure de se déplacer à Ottawa pour consulter ces documents aux Archives nationales.

Les trois documents de la première section portent sur les résultats des questionnaires distribués à l'ensemble des membres du service extérieur et de leur famille. Afin de mener à bien ce programme de recherches et d'entrevues personnelles, la Commission a contacté les services du Bureau des conseillers en gestion (Approvisionnement et Services Canada) qui s'est chargé d'élaborer trois questionnaires, un pour les employés du service extérieur, un pour les conjoints et un pour les grands enfants à charge. Lorsque les résultats ont été compilés par le BCG, la Commission a engagé le professeur Brent Ruben de l'Université Rutgers afin d'analyser les réponses à chaque questionnaire. Les trois rapports présentés ici ont été résumés par la suite pour figurer dans les documents d'information repris par le rapport final de la Commission.

Le reste du volume est consacré aux rapports du personnel concernant le résultat des efforts visant à recueillir des renseignements par différents moyens, et en particulier par l'intermédiaire des entrevues réalisées avec les membres de la communauté du service extérieur postés à l'étranger et à Ottawa ainsi qu'avec les anciens employés du service extérieur. On y trouve par ailleurs plusieurs analyses des "feuilles détachables" remplies par les personnes ayant répondu au questionnaire de la Commission. Ces feuilles détachables incitaient les répondants à préciser les trois choses qu'ils avaient le plus aimé et les trois choses qu'ils avaient trouvé les plus déplaisantes au cours de leur carrière au service extérieur. Dans une troisième question, il était demandé aux répondants de dresser la liste des trois recommandations qu'ils feraient à la Commission d'enquête en vue d'améliorer le contexte du service extérieur. Un certain nombre des renseignements ainsi fournis ont été résumés sous forme de tableau et présentés à la Partie III du rapport de la Commission sous l'intitulé: "Sources de données".

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THE PERCEPTIONS OF FOREIGN SERVICE EMPLOYEES, THEIR SPOUSES AND DEPENDENTS

To complement its efforts to gather information through personal interviews and meetings, the Commission contracted with the Bureau of Management Consulting (Department of Supply and Services) for the design and analysis of three questionnaires to be distributed to all foreign service personnel, their spouses and dependents. After the replies had been received and tabulated by the Bureau of Management Consulting, the Commission engaged Professor Brent Ruben of Rutgers University to prepare reports on the results of each questionnaire. These reports, which are presented here, were later summarized for inclusion in the Background Papers that accompanied the Commission's final report.

REPORT 1

FOREIGN SERVICE EMPLOYEES

I - Background

This is one of three reports summarizing the results of a world-wide survey of Canadian foreign service personnel and their families undertaken by the Royal Commission on Conditions of Foreign Service. This report focuses on foreign service employees. Report 2 presents the responses of foreign service spouses and Report 3 those of youth dependents.

This report describes the demographics of the foreign service employee group and presents a summary profile as well as an analysis and discussion of employee responses to questions on various aspects of their lives as foreign service employees, including their preparation for duty, their post duties, day-to-day life at the post and the effect of all these on their private lives. The information in this report was distilled from the enormous data base of responses to the questionnaire, which contained over 450 questions. The results of the study are presented in the following manner:

Section II - Employee Profiles

Section III - Analysis

- A. Demographics
- B. Preparation and Reception
- C. Post Living Environment
- D. Personal and Family Life
- E. Work Environment and Conditions

Section IV - Conclusions

II - Profiles

This section provides descriptive profiles of the hypothetical 'average' foreign service employee based on responses to the survey. For purposes of highlighting differences in outlook between foreign

service officers, administrative support personnel and other officers, a profile is presented for each occupational group. The data on which the profiles are based are presented in Section III.

A. Foreign Service Officers

The average foreign service officer (FSO) is male and in his late 30s. He is bilingual and is married or living with a companion. He came to the foreign service from the public service and had had no prior overseas experience. He is likely to be at a Level A post.

He sees post accommodation as fairly inexpensive compared with Ottawa and considers them as good as or better than accommodations provided by other western countries to their foreign service personnel. He regards his office accommodation as more or less comparable to that provided by other countries. But he believes that recreation and sports facilities and financial benefits are worse than those available to foreign service employees of other western governments and that he is also worse off than they are in terms of perquisites. The Foreign Service Directives are inadequate from his point of view.

Depending on the level of hardship at the post, he may be experiencing some dissatisfaction with health care. He finds the chances of falling ill greater at the post than in Ottawa and, again depending on the level of hardship, may encounter greater or lesser availability and quality of health care. He has mixed feelings about the quality of the pre-posting public service health program and is somewhat more negative about the programs provided on return to Canada.

The average FSO does not regard the effect of foreign service on his family life as generally positive; his reaction may in fact be negative. The impact of his job on his spouse's personal life is more negative overseas than in Ottawa, although there is little impact one way or the other on his children. He sees a negative impact on communication with his spouse or companion as a consequence of overseas posting and generally finds it more difficult to establish and maintain family ties while abroad. He feels that post management has little effect on his family life and is convinced that the quality of family life will improve when he and his family return to Ottawa.

In general he feels that educational programs for children at all levels are worse overseas than in Ottawa.

Overall, he feels the impact of foreign service employment on his private life has been somewhat positive. He considers the effect of representational duties generally positive, but not extremely so. Post management is seen as a moderately negative influence on his private life.

He is concerned about the issue of diplomatic status and considers it important to his personal and social life and to that of his spouse. The privileges that accompany diplomatic status are also important.

The average FSO's general views on life at his present post -- the country, the people, the job and so on -- are not unfavourable, although some of these feelings will depend on the level of hardship at the post.

He regards his job overseas as considerably more stressful than work at headquarters and has seen health problems, alcoholism, changes in work habits and changes in attitudes toward management as frequent reactions to stress among colleagues and friends.

He joined the foreign service primarily for career reasons and for the opportunity to serve the country, although travel was also a consideration. He has remained in the job for the same reasons, although over time, salary has also become a motive for staying. He would consider leaving the foreign service because of competing career opportunities, salary, family considerations, and his spouse's lack of career opportunities.

Compared with a job in Ottawa, he finds his overseas job challenging, interesting and generally satisfying. He finds working conditions generally acceptable. He is moderately dissatisfied with support services at his post and at headquarters.

He is quite dissatisfied with job training provisions in the foreign service and expressed the need for language training in order to function effectively in his job. He also feels that diplomatic status is critical to functioning effectively and generally feels that his present status is adequate.

He is relatively dissatisfied with his salary and feels that his foreign service career has been disadvantageous to him financially. He finds that the Post Differential Allowance does not equitably reflect hardship at his post and that the Salary Equalization Allowance is inadequate.

Career development and planning is a major concern. He finds career planning programs poor and has a similar view of the management of foreign service careers in general. He considers that prospects for career progression are worse in the foreign service than elsewhere in the public service.

He regards his foreign service posting as reasonably useful preparation for future jobs, but believes that opportunities for interdepartmental career moves are only moderately good.

It is quite likely that he has seriously considered leaving the foreign service at one point or another; in fact, he may now be contemplating such a decision.

B. Administrative Support Personnel

The average administrative support employee is in his late 30s. He is bilingual and married or living with a companion. He came to the foreign service from the public sector and had had no prior overseas experience. He is likely to be at a Level A post.

He is fairly satisfied with post accommodations and finds them relatively inexpensive and somewhat better than those provided to foreign service personnel of other western governments. He is also generally satisfied with the furnishings provided. He finds office accommodation comparable to that provided by other western governments and has the same view of office equipment and services. He is not, however, satisfied with recreation and sports facilities.

He is fairly satisfied with the financial benefits of the Canadian foreign service, finding them comparable to or slightly better than those provided by other countries. But he feels that the Foreign Service Directives are generally inadequate.

His level of dissatisfaction with health care varies with the degree of hardship at the post. He believes that the chances of falling ill are greater than in Ottawa and again, depending on the level of hardship at the post, may be more or less dissatisfied with the availability and quality of health care. He has mixed feelings about the quality of the pre-posting public service health program and is somewhat more negative about the programs provided on return to Canada.

His feelings about the effect of employment in the foreign service on his family life tend to be slightly negative. He believes that the effect of his position on his spouse's personal life is more negative than when he was in Ottawa, but sees the effect on his children as negligible.

He feels that being posted abroad has had little impact on communication with his spouse, but finds establishing and maintaining family ties while abroad fairly difficult. He feels that management at the post has a somewhat negative impact on his family life. He believes that the quality of family life will improve on return to Ottawa.

He sees schools and educational programs for his children as comparable to or slightly less adequate than those available in Ottawa.

He feels that the effect of employment in the foreign service on his private life has been somewhat positive. But he feels that post management has a somewhat negative impact on his private life.

Diplomatic status is considered important by the administrative support employee because of the privileges that accompany it. He feels that the absence of diplomatic status has negative implications for his spouse and children.

When asked about his general views on life at his present post -- the country, the people, the job, adjustment to the post and so on -- he is not unfavourable, although some of these feelings will depend on the degree of hardship at the post.

He regards his job overseas as considerably more stressful than work at headquarters and has seen health problems, alcoholism, changes in work habits and changes in attitudes toward management as frequent reactions to stress among colleagues and friends.

His main reason for joining the foreign service was the opportunity to travel; travel continues to be a reason for staying in the foreign service. Job security and the foreign service lifestyle are also factors. Nevertheless, career opportunities for himself, family considerations, his spouse's career opportunities, job content and management style are factors that might lead him to leave the service.

The average administrative support employee finds his post job reasonably challenging and interesting compared with work in Ottawa. He finds the job relatively satisfying, but views working conditions somewhat unfavourably. He has mixed feelings about the adequacy of support services at the post and at headquarters.

With regard to job training he is relatively dissatisfied. He regards language training as reasonably necessary. He has mixed feelings about whether diplomatic status is necessary to do his job effectively but believes that his present status is inadequate.

He is quite dissatisfied with his salary and believes that foreign service employment has been financially disadvantageous. He finds that the Post Differential Allowance does not equitably reflect hardship at his post and also finds the Salary Equalization Allowance inadequate.

He is very dissatisfied with career development and planning in the foreign service and finds career management totally inadequate. He is pessimistic about his prospects for career progression within the foreign service and questions the value of postings as preparation for future jobs. He is also very pessimistic about the prospects for interdepartmental career moves and for promotion.

It is likely that he has seriously considered leaving the Foreign Service at one point or another, and may now be thinking about leaving.

C. Other Officers

The average 'other officer' (that is, program officers who are not FSOs) is in his late 30s. He is bilingual and is married or living with a companion. He came to the foreign service from the public sector and had had no prior overseas experience. He is most likely at a Level A post.

He finds post accommodations fairly inexpensive compared with Ottawa and as good as or better than accommodations provided by other western countries to their foreign service personnel. He also finds the office accommodations comparable to those provided by other countries. However, he finds recreation and sports facilities and financial benefits and perquisites worse than those available to employees of other western governments.

Depending on the level of hardship at the post, he may be more or less dissatisfied with health care. He believes that the chances of falling ill are greater at the post than in Ottawa and, also depending on the level of hardship, may be more or less satisfied with the availability and quality of health care. He has mixed feelings about the quality of the pre-posting public service health program and is somewhat more negative about the program provided on return to Canada.

His view of the effect of foreign service employment on his family life tends to be slightly negative. He sees the impact of his work on his spouse's personal life as more negative than when he was in Ottawa, but finds the effect on his children either negligible or slightly positive.

He feels that being posted abroad has had little impact on communication with his spouse, but finds establishing and maintaining family ties while on posting fairly difficult. He believes that post management has a negligible impact on his family life and is clearly of the opinion that the quality of family life will improve when they return to Ottawa.

Regarding foreign schooling opportunities, he believes that on the whole educational programs for his children at overseas schools are somewhat poorer than those available in Ottawa.

In terms of the effect of foreign service employment on his private life, he feels the experience has been somewhat positive. He rates the impact of post management on his private life as generally neutral.

He is quite concerned about the question of diplomatic status; it is important in terms of his personal and social life, his spouse's personal life

and the family's privileges. He sees the impact of status on his children's lives as negligible or slightly positive.

His general views on life at his present post -- the country, the people, the job and so on -- are not unfavourable, although some of these feelings vary with the level of hardship of the post.

He regards his job overseas as considerably more stressful than work at headquarters and has seen health problems, alcoholism, changes in work habits, and changes in attitudes toward management as frequent reactions to stress among colleagues and friends.

He joined the foreign service primarily for career reasons and for the opportunity to serve the country, although travel was also a consideration. For these same reasons he has remained in the job. Factors such as competing career opportunities, salary, family considerations and his spouse's career opportunities would lead him to consider leaving the foreign service.

Compared with work in Ottawa, he finds his overseas job challenging, interesting and satisfying. His assessment of support services provided by headquarters and those available at the post is favourable.

He has mixed feelings about the quality of job and language training.

He feels strongly that diplomatic status is important to performing effectively in his job and is likely to be dissatisfied with his present status on the grounds that it is inadequate.

He is relatively dissatisfied with his salary and feels that his foreign service career has been disadvantageous financially. He thinks that the Post Differential Allowances does not equitably reflect hardship at posts and feels quite strongly that the Salary Equalization Allowance is inadequate.

He is somewhat dissatisfied with career development and planning and is somewhat negative about foreign service career planning programs and the management of careers. He has mixed views about prospects for career progression in the foreign service, but he is reasonably positive about the value of postings as

preparation for future jobs in the foreign service. He is not overly optimistic about the potential for interdepartmental career moves and his view of the likelihood of promotions is negative.

He may have considered leaving the foreign service at one time, but is probably not thinking seriously about leaving at present.

IV - Analysis

In this section, the results of the survey are presented in narrative and tabular form. To simplify that data, the original response categories were regrouped for the majority of questions as follows:

Example: "How adequate was the food on your post?"

1	2	3	4	5	6	7
Adequate						Inadequate

(circle one)

For purposes of analysis, the responses for varying degrees of "adequacy" -- 1, 2 and 3 -- were added together. In the same way, the responses for varying degrees of "inadequacy" -- 5, 6 and 7 -- were added together. Neutral responses -- 4 -- were left as a single category. Thus, the tables and discussion are based on three categories:

1	2	3
Adequate	Neutral	Inadequate
(1+2+3)	(4)	(5+6+7)

Where differences of opinion were evident, further analysis was done to determine whether they could be explained by reference to the level of hardship at the post and the employee's gender, age, occupational group and marital status.

A. Demographics

Preliminary data were gathered to acquire background information on sample representativeness, residence, age, position, education and so on.

Representativeness of Sample and Residence: It is estimated that the total number of foreign service employees is 2810. Of these, 1279 (45.5 per cent) completed the survey, as shown in Table 1. Response from employees posted to Ottawa was low (27 per cent) compared with the response from overseas (56 per cent). In addition, many Ottawa employees (120, or 45 per cent) replied as though they were on their most recent foreign post rather than treating Ottawa as a post. In these cases, the responses were grouped with those from the appropriate foreign post rather than with those from Ottawa. This had the effect of further reducing the rate of Ottawa responses. Because of this ambiguity, each Ottawa questionnaire was individually reviewed to determine how the respondent had approached the survey. In this way, the 269 questionnaires returned from Ottawa could all be used in an appropriate and valid manner.

Despite these minor variations, in terms of occupational group, department, level of hardship of post, service status and marital status, the sample was usefully representative of the larger population (see Table 2).

TABLE 1
SURVEY RESPONSE DATA

Total Number of Employees in Population	2810
Total Number of Employees Completing Questionnaire	1279
Percentage of Total Population Completing Questionnaire	45.5

TABLE 2
REPRESENTATIVENESS OF SAMPLE

Category	Population	Number Responding	Percentage Response
Rotational	2475	1151	47
Single Assignment/ Secondments	335	128	40
Ottawa	980	269	27
Overseas	1830	1010	56
FSO	1231	639	52
Administrative Support	1244	512	56
Other Officers	335	128	38
Married	1741	900	52
Single	1069	379	35
External Affairs	1978	810	41
ITC	357	196	55
CEIC	238	145	61
Other Departments (CIDA, HWC)	237	128	54
Francophone	730	250	34
Anglophone	2080	1029	49
Male	2099	1010	48
Female	711	269	38
Total	2810	1279	46

Age and Gender: The median age of foreign service employees responding to the survey was 38.3 years; the range was from the early 20s to retirement age. Forty-five per cent of the respondents were in their thirties; 13 per cent were in their twenties. The breakdown in terms of gender was 79.0 per cent male and 20.7 per cent female (see Tables 3 and 4).

TABLE 3

AGE

Descriptors	Statistic
Average Age (Median)	38.3
Range	Early 20s - retirement
Percentage of Respondents in 20s	13.0%
Percentage of Respondents in 30s	45.0%

TABLE 4

GENDER

Response Categories	Number of Responses (N)	Percentage (%)
Male	1010	79.0
Female	265	20.7
Not indicated	4	.3
Total	1279	100.0

Education: The educational data supplied by respondents indicates that 59 per cent graduated from university and 41.1 per cent have completed some work toward a masters or doctoral degree (see Table 5).

TABLE 5
EDUCATION

Response Categories	Number of Responses (N)	Percentage (%)
Elementary	1	.1
Some Secondary School	67	5.2
Secondary School Graduate	165	12.9
Some University	120	9.4
Other Degrees, Diplomas, Certificates	169	13.2
University Graduate	228	17.8
Some Post-Graduate Work	156	12.2
Masters Degree or Equivalent	308	24.1
Doctoral Degree or Equivalent	62	4.8
Unknown	3	.2
Total	1279	100.0

Language: Slightly over two-thirds (68 per cent) of respondents said they were bilingual; 32 per cent indicated that they were unilingual English. Twenty per cent of respondents used the French version of the questionnaire, 80 per cent the English version. Half (50.5 per cent) of the employees indicated that they could communicate in at least one other language (see Tables 6A and 6B).

TABLE 6A
LANGUAGE

Response Categories	Number of Responses (N)	Percentage (%)
English*	1029	80.5
French*	250	19.5
Total	1279	100.0

* Based upon language selected for completion of questionnaire.

TABLE 6B

LANGUAGE

Response Categories	Number of Responses (N)	Percentage (%)
Bilingual	870	68.0
Unilingual (English)	409	32.0
Total	1279	100.0

Marital Status: Of those responding to the survey, 70.4 per cent were married or living with a companion, 29.5 per cent were single. Of the 401 employees who married after joining the foreign service, 70 have since separated or divorced. Of the 573 respondents who were married before joining the foreign service, 45 have since separated or divorced (see Table 7).

TABLE 7

MARITAL STATUS

Response Categories	Number of Responses (N)	Percentage (%)
Married (or living with companion)	900	70.4
Single (unmarried, separated or divorced)	377	29.5
Unknown	2	.1
Total	1279	100.0

Work Experience: 17.9 per cent of respondents were recruited to the foreign service directly from an educational institution and had no prior work experience; 36.6 per cent came from a public service (federal, provincial or municipal) position and 18.4 per cent had previously worked in the private sector.

On the average, employees responding were 27.25 years of age when they joined the foreign service; 64 per cent joined in their 20s. Those who had had prior work experience reported an average of 2.5 jobs and about 9 years of experience (see Table 8).

TABLE 8
PRIOR WORK EXPERIENCE

Response Categories	Number of Responses (N)	Percentage (%)
Joined Directly from Educational Institution	229	17.9
Public Sector (federal, provincial or municipal)	468	36.6
Private Sector	235	18.4
No response	347	27.1
Total	1279	100.0

Overseas Experience: About 20 per cent of respondents had worked overseas prior to joining the foreign service; they had an average of 4 years' experience, including war service. Since joining the foreign service, respondents had an average of 9 years' experience, 6 of which had been at foreign posts. Respondents had had an average of 1.36 promotions. Only 46 indicated that they had been promoted from support staff to officer level. Respondents also indicated that they had been in overfill positions on 49 occasions and underfill positions on 234 occasions (see Table 9).

TABLE 9
PREVIOUS OVERSEAS WORK EXPERIENCE

Response Categories	Number of Responses (N)	Percentage (%)
Prior Overseas Experience	255	20.0
No Known Prior Overseas Experience	1024	80.0
Total	1279	100.0

Family: 862 respondents indicated that their spouse or companion was with them at the post; 16 indicated that their spouse was not with them. Of the married couples, 638 have children -- 1377 in all, for an average of 2.15 per family. Of these, 554 couples indicated that their children were with them at their post. Some respondents (69) also indicated that they had additional dependents (76 in all) and 51 of these were with the employees at the post (see Table 10).

TABLE 10
FAMILY STATUS

Response Categories	Number of Responses (N)	Percentage (%)
Employees Accompanied by Spouse or Companion	862	95.8
Employees Indicating they are Married but Unaccompanied by Spouse	16	1.8
Unknown	22	2.4
Total	900	100.0

Occupational Groups: Of the employees responding, 552 (43.2 per cent) were foreign service officers, 426 (33.3 per cent) were administrative support personnel and 180 (14.1 per cent) were other officers, as shown in Table 11.

TABLE 11
OCCUPATIONAL GROUPS

Response Categories	Number of Responses (N)	Percentage (%)
Foreign Service Officers	552	43.2
Administrative Support Personnel	426	33.3
Other Officers	180	14.1
Unknown	121	9.5
Total	1279	100.0

Classification and Department: The distribution of respondents in terms of classification and department is presented in Tables 12 and 13.

TABLE 12
CLASSIFICATION

Response Categories	Number of Responses (N)	Percentage (%)
(CO) Commerce Officer	42	3.3
(CM) Communicator	87	6.8
(CR) Clerical and Regulatory	131	10.2
(EL) Electrician	22	1.7
(PM) Program Management	52	4.1
(FS) Foreign Service Officer	552	43.1
(PRC) Protective and Custodial	24	1.9
(ST-SCY) Secretarial	157	12.3
Unknown	212	16.6
Total	1279	100.0

TABLE 13
DEPARTMENT

Response Categories	Number of Responses (N)	Percentage (%)
External Affairs	759	59.3
Industry, Trade and Commerce	176	13.8
Canada Employment and Immigration Commission	130	10.2
Canadian International Development Agency	46	3.6
Health and Welfare	14	1.1
National Defence	31	2.4
Supply and Services	7	.5
Unknown	116	9.1
Total	1279	100.0

Location: As shown in Table 14, 269 (21 per cent) of employees responding were posted in Ottawa and 464 (36.3 per cent) were at Level A posts. Ninety-six respondents (7.5 per cent) were at hardship Level I posts; 182 (14.2 per cent) were at hardship Level II posts; 121 (9.5 per cent) were at hardship Level III posts; and 89 (7 per cent) were posted to hardship Level IV locations.

TABLE 14
LOCATION

Response Categories	Number of Responses (N)	Percentage (%)
Ottawa	269	21.0
Level A	464	36.3
Hardship I	96	7.5
Hardship II	182	14.2
Hardship III	121	9.5
Hardship IV	89	7.0
Unknown	58	4.5
Total	1279	100.0

B. Preparation and Reception

Employees' assessments of the information provided prior to departure for postings were mixed. Just under half the employees (43.4 per cent) rated the materials as inadequate, while 33.5 per cent indicated that preparation was adequate. With regard to the accuracy of the information, the largest group of respondents (38.2 per cent) felt that it was misleading, while a slightly smaller group (33.2 per cent) reported that they found it accurate (see Tables 15A and 15B).

Over half of the employees (57.3 per cent) rated the reception they received as adequate. Another 24.1 per cent, however, regarded the reception as inadequate, as shown in Table 15C.

TABLE 15A
PREPARATION AND RECEPTION

"The pre-posting briefing material available to me before arriving at this post was ..."

		FSO	Admin	Other Officers	Total
Adequate	# %	166 31.1	144 34.8	66 37.9	376 33.5
Neutral	# %	147 27.6	78 18.8	34 19.5	259 23.1
Inadequate	# %	220 41.3	192 46.4	74 42.5	486 43.4
Total	#	533	414	174	1121

TABLE 15B

"The pre-posting briefing material available to me before arriving at this post was ..."

		FSO	Admin	Other Officers	Total
Accurate	# %	189 34.7	130 31.9	55 31.8	374 33.5
Neutral	# %	162 29.7	100 24.6	59 34.1	321 28.5
Misleading	# %	194 35.6	177 43.5	59 34.1	430 38.2
Total	#	545	407	173	1125

TABLE 15C

"The immediate reception I experienced upon arrival at this post was ..."

		FSO	Admin	Other Officers	Total
Adequate	#	306	244	103	653
	%	56.9	57.9	57.2	57.3
Neutral	#	119	55	38	212
	%	22.1	13.1	21.1	18.6
Inadequate	#	113	122	39	274
	%	21.0	29.0	21.7	24.1
Total	#	538	421	180	1139

C. Post Living Environment

A number of questions asked employees their views on living and working accommodations, health, schools and safety at their post.

Living and Working Accommodations: The largest group -- 40.5 per cent -- indicated that their post accommodations were inexpensive compared with what they would expect to pay in Ottawa. An almost equally large number of respondents (35.2 per cent) noted, however, that their present accommodations were more expensive; nearly one-fourth of the respondents felt there were no great differences (see Table 16).

TABLE 16
LIVING AND WORKING ACCOMMODATIONS

"In comparison to the living accommodation I expect to have in Ottawa (given income, total costs and location choice) my present accommodation at this post, in terms of my total rent and utility costs, is ..."

		FSO	Admin	Other Officers	Total
Expensive	#	185	140	73	398
	%	34.3	34.0	40.8	35.2
Neutral	#	151	83	41	275
	%	28.0	20.1	22.9	24.3
Inexpensive	#	204	189	65	458
	%	37.8	45.9	36.3	40.5
Total	#	540	412	179	1131

In evaluating accommodation in terms of access to shopping, available social events and recreational facilities, 45 per cent rated their accommodation as inconvenient. Forty per cent also considered their accommodation unsafe compared with Ottawa and felt they lacked privacy. Although 58 per cent indicated that their post accommodation is larger than they would have in Ottawa, 48 per cent consider it unhealthy and inconvenient to transportation facilities.

Responding to a series of questions pertaining to the cost, variety, convenience, comfort, adequacy, etc., of furnishings available at the post, 30 per cent of employees gave non-committal replies, indicating that they were neither better nor worse than what they would have in Ottawa. The remaining 70 per cent of responses were fairly evenly divided between positive and negative. The exception was the higher percentage (45 per cent) who considered furnishings provided "more impersonal".

With respect to office accommodation, the largest group (37.2 per cent) indicated that the facilities provided at Canadian missions were inferior to those provided by other countries, although the next largest group (33.7 per cent) felt they were essentially comparable (see Table 17A). As shown in Table 17B, the largest group (42.5 per cent) found office equipment and services provided at Canadian missions abroad comparable to that provided by other countries, although nearly one-third (30.3 per cent) thought they were worse.

A majority (53.9 per cent) felt that the recreation and sports facilities available to them abroad were worse than those available to foreign service employees from other Western countries; only 11.1 per cent said they were better (see Table 17C). Asked to evaluate the accessibility of recreational facilities, approximately 60 per cent stated that opportunities were very limited (see Table 17D).

TABLE 17A

"Compared with that of foreign service representatives of Western countries, my office accommodation is ..."

		FSO	Admin	Other Officers	Total
Better	#	153	102	37	292
	%	32.8	27.6	22.4	29.2
Neutral	#	141	129	67	337
	%	30.2	35.0	40.6	33.7
Worse	#	173	138	61	372
	%	37.0	37.4	37.0	37.2
Total	#	467	369	165	1001

TABLE 17B

"Compared with that of foreign service representatives of western countries, my office equipment and services are ..."

		FSO	Admin	Other Officers	Total
Better	#	136	106	31	273
	%	29.4	28.3	18.9	27.3
Neutral	#	195	151	79	425
	%	42.1	40.4	48.2	42.5
Worse	#	132	117	54	303
	%	28.5	31.3	32.9	30.3
Total	#	463	374	164	1001

TABLE 17C

"Compared with that of foreign service representatives of western countries, recreational and sports facilities are ..."

		FSO	Admin	Other Officers	Total
Better	#	46	49	16	111
	%	9.9	13.2	9.8	11.1
Neutral	#	190	95	64	349
	%	40.9	25.7	39.3	35.0
Worse	#	228	226	83	537
	%	49.1	61.1	50.9	53.9
Total	#	464	370	163	997

TABLE 17D

"Compared with Ottawa, I find opportunities to participate in sports and similar recreational activities are ..."

		FSO	Admin	Other Officers	Total
Numerous	#	125	104	45	274
	%	22.9	25.0	26.6	24.8
Average	#	103	64	27	194
	%	18.9	15.4	16.0	16.8
Few	#	317	248	97	662
	%	58.2	59.6	57.4	58.4
Total	#	545	416	169	1130

Health: Asked how the possibility of foreign service adults encountering health problems at this post compared with chances in Ottawa, 62.6 per cent of employees responding indicated that the chances were greater; only 5.3 per cent said they were less. Responses varied directly with the level of hardship of the post (see Table 18A). As shown in Table 18B, the pattern of responses with regard to children was essentially similar.

With respect to care for minor health problems, 43.1 per cent of employees said that care was accessible, while 22.3 per cent had the opposite view. Again, responses reflected differences in post hardship levels (see Table 18C). Responses with respect to major health problems were somewhat different. Nearly half (44.2 per cent) rated health care for serious problems as unavailable, although 30.3 per cent reported the opposite situation at their posts. With regard to the quality of medical care, 53.5 per cent characterized care as "bad" at their post, while 24.4 per cent of respondents rated health care at their post "good" (see Tables 18D and 18E).

TABLE 18A

HEALTH

"Compared with Ottawa, the possibility of foreign service adults encountering health problems at this post is ..."

		FSO	Admin	Other Officers	Total
Less	# %	22 4.0	31 7.4	8 4.5	61 5.3
Neutral	# %	174 31.9	125 29.9	68 38.0	367 32.1
Greater	# %	350 64.1	262 62.7	103 57.5	715 62.6
Total	#	546	418	179	1143

TABLE 18B

"Compared with Ottawa, the possibility of foreign service children encountering health problems at this post is ..."

		FSO	Admin	Other Officers	Total
Less	# %	24 4.5	28 7.3	6 3.4	58 5.3
Neutral	# %	160 30.3	108 28.3	68 38.6	336 31.0
Greater	# %	344 65.2	245 64.3	102 58.0	691 63.7
Total	#	528	381	176	1085

TABLE 18C

"Compared with Ottawa, medical care for minor health problems is ..."

		FSO	Admin	Other Officers	Total
Accessible	# %	210 38.5	209 50.4	72 40.4	491 43.1
Neutral	# %	199 36.4	129 31.1	66 37.1	394 34.6
Inaccessible	# %	137 25.1	77 18.6	40 22.5	254 22.3
Total	#	546	415	178	1139

TABLE 18D

"Compared with Ottawa, medical care for major health problems is ..."

		FSO	Admin	Other Officers	Total
Available	# %	135 24.8	154 37.6	53 30.5	342 30.3
Neutral	# %	145 26.6	91 22.2	52 29.9	288 25.5
Unavailable	# %	265 48.6	165 40.2	69 39.7	499 44.2
Total	#	545	410	174	1129

TABLE 18E

"Health care is ..."

		FSO	Admin	Other Officers	Total
Good	#	102	124	50	276
	%	18.8	30.4	28.2	24.4
Neutral	#	122	80	47	249
	%	22.4	19.6	26.6	22.1
Bad	#	320	204	80	604
	%	58.8	50.0	45.2	53.5
Total	#	544	408	177	1129

The administration of the pre-posting public service health program was rated "good" by 37.2 per cent of employees and "bad" by 34.1 per cent of respondents (see Table 19A). This difference in perception carries over to the assessment of health programs provided on return to Canada. The largest group -- 34.1 per cent -- rated the program "bad", although 32.9 per cent indicated it was "good" (see Table 19B).

TABLE 19A

"The administration of public service health programs in terms of pre-posting preparation is ..."

		FSO	Admin	Other Officers	Total
Good	#	182	160	78	420
	%	33.8	38.6	44.3	37.2
Neutral	#	151	115	58	324
	%	28.0	27.8	33.0	28.7
Bad	#	206	139	40	385
	%	38.2	33.6	22.7	34.1
Total	#	539	414	176	1129

TABLE 19B

"The administration of public service health programs upon return to Canada is ..."

		FSO	Admin	Other Officers	Total
Good	#	152	135	55	342
	%	29.7	35.7	36.4	32.9
Neutral	#	151	133	59	343
	%	29.5	35.2	39.1	33.0
Bad	#	208	110	37	355
	%	40.7	29.1	24.5	34.1
Total	#	511	378	151	1040

D. Family and Personal Life

Another concern was to identify the effects of the foreign service experience on personal and family lives. Employees were asked about their views on the effects of foreign service life on their spouses, their children and themselves. The questionnaire also sought their motivations for joining, for remaining in and for thinking about leaving the foreign service.

Overall Impact on Family Life: Fewer than half the employees (39.1 per cent) said they felt the overall effect of foreign service on their family lives was positive. A similar number (36.8 per cent) thought the effects were negative, as shown in Table 20.

Although administrative support personnel and other officers were in fairly close agreement in this regard, FSOs tended to be somewhat more negative. As shown in Table 20, only 34 per cent of FSOs rated the impact as positive (compared with 45.6 per cent of administrative support personnel and 45.3 per cent of other officers). And nearly half the FSOs (43.1 per cent) said the experience was negative, compared with 29.6 per cent of the administrative support group and 27.7 per cent of other officers.

TABLE 20
EFFECT ON FAMILY LIFE

"Being part of the Canadian foreign service has a _____ effect on family life."

		FSO	Admin	Other Officers	Total
Positive	#	150	97	62	309
	%	34.0	45.6	45.3	39.1
Neutral	#	101	53	37	191
	%	22.9	24.9	27.0	24.1
Negative	#	190	63	38	291
	%	43.1	29.6	27.7	36.8
Total	#	441	213	137	791

Overseas Posts Compared with Ottawa: When asked to compare posts abroad with Ottawa, nearly half (43.6 per cent) indicated that the impact of their position on their spouse's personal life was more negative abroad than in Ottawa, as shown in Table 21A. They saw the impact on their children's lives as somewhat less significant. As shown in Table 21B, 50 per cent of employees indicated that the effects were balanced between positive and negative, while roughly one-fourth of the group thought the impact was more positive abroad than in Ottawa.

Other officers were a bit more positive than the other two groups, with 35.9 per cent seeing the experience as relatively more positive for their children; only 18.8 per cent saw the effects on their children as negative.

TABLE 21A
COMPARISON BETWEEN OVERSEAS POSTS AND OTTAWA

"Compared with Ottawa, the impact of my position at work on my spouse's personal life is ..."

		FSO	Admin	Other Officers	Total
Positive	#	146	52	54	120
	%	33.4	25.5	39.1	18.5
Neutral	#	114	86	45	245
	%	26.1	42.2	32.6	37.9
Negative	#	177	66	39	282
	%	40.5	32.4	28.3	43.6
Total	#	437	204	138	647

TABLE 21B

"The effect on my children's life is ..."

		FSO	Admin	Other Officers	Total
Positive	#	74	28	42	144
	%	22.5	18.9	35.9	24.2
Neutral	#	169	75	53	297
	%	51.4	50.7	45.3	50.0
Negative	#	86	45	22	153
	%	26.1	30.4	18.8	25.8
Total	#	329	148	117	594

Communication and Maintaining Family Ties: With regard to communication with their spouse or companion, most employees (46.4 per cent) felt that they could attribute little effect one way or another to the post. Among those who thought there was some effect, more saw that effect as negative than positive. This was particularly true among FSOs, as shown in Table 22.

Opinions about the difficulty of establishing and maintaining family ties at the post were mixed. The largest group of respondents (40 per cent) indicated that they found developing and maintaining family ties difficult, while 37 per cent found it easy, as shown in Table 23.

TABLE 22
COMMUNICATION WITH SPOUSE/COMPANION

"Conditions at post affect communication with my spouse/companion ..."

		FSO	Admin	Other Officers	Total
Positively	#	84	68	36	188
	%	19.1	26.6	25.2	22.4
Neutral	#	192	121	76	389
	%	43.7	47.3	53.1	46.4
Negatively	#	163	67	31	261
	%	37.1	26.2	21.7	31.1
Total	#	439	256	143	838

TABLE 23
ESTABLISHING AND MAINTAINING FAMILY TIES

"Establishing and maintain family ties at this post is ..."

		FSO	Admin	Other Officers	Total
Easy	#	162	60	57	279
	%	38.3	30.5	42.2	37.09
Neutral	#	101	45	28	174
	%	23.9	22.8	20.7	23.0
Difficult	#	160	92	50	302
	%	37.8	46.7	37.0	40.0
Total	#	423	197	135	755

Management and Family Life: Many of the employees (44.2 per cent) indicated that post management had neither a positive nor a negative effect on family life, however nearly as many (37.4 per cent) saw the impact as negative. Administrative support personnel generally tended to take a more negative view of this question than the other groups, as shown in Table 24.

When asked about the effect on family life of returning to Ottawa, a majority (63.5 per cent) indicated that the quality of family life would improve; only 6.9 per cent expressed the opposite view (see Table 25).

TABLE 24
MANAGEMENT AND FAMILY LIFE

"Management at this post has a _____ effect on family life."

		FSO	Admin	Other Officers	Total
Positive	#	78	42	24	144
	%	18.1	19.9	17.4	18.5
Neutral	#	200	74	70	344
	%	46.5	35.1	50.7	44.2
Negative	#	152	95	44	291
	%	35.3	45.0	31.9	37.4
Total	#	430	211	138	779

TABLE 25
EFFECT OF RETURNING TO OTTAWA ON FAMILY

"Upon returning to Ottawa, the quality of family life ..."

		FSO	Admin	Other Officers	Total
Increases	# %	277 64.7	129 64.5	75 58.1	481 63.5
Neutral	# %	122 28.5	55 27.5	47 36.4	224 29.6
Decreases	# %	29 6.8	16 8.0	7 5.4	52 6.9
Total	#	428	200	129	757

Schools: Over half the employees (52 per cent) rated the educational programs of overseas high schools as "worse" than those available in Ottawa, while 21.3 per cent indicated that they found them "better". With respect to the intermediate grades, 43.7 per cent of respondents answering this question rated them "worse"; 21.8 per cent indicated they were "better". In assessing programs for primary grade students, the largest group -- 40.4 per cent -- indicated they were essentially comparable to what was available in Ottawa. The second largest group -- 30.5 per cent -- rated overseas primary programs as better than those available in Ottawa. For kindergarten and preschool, 39.5 per cent indicated that overseas programs were comparable to those in Ottawa, but 31.3 per cent rated them "better" and 29.2 per cent rated them "worse". Overall, administrative support personnel tended to be slightly more satisfied than either of the other occupational groups. FSOs were the least satisfied (see Tables 26A to 26D).

TABLE 26A
SCHOOLS

"Compared with Ottawa, the educational programs for high school students are ..."

		FSO	Admin	Other Officers	Total
Worse	# %	175 53.5	67 50.4	51 49.5	293 52.0
Neutral	# %	93 28.4	31 23.3	26 25.2	150 26.6
Better	# %	59 18.0	35 26.3	26 25.2	120 21.3
Total	#	327	133	103	563

TABLE 26B

"Programs for intermediate grade students are ..."

		FSO	Admin	Other Officers	Total
Worse	# %	143 44.3	53 40.2	47 46.5	243 43.7
Neutral	# %	119 36.8	40 30.3	33 32.7	192 34.5
Better	# %	61 18.9	39 29.5	21 20.8	121 21.8
Total	#	323	132	101	556

TABLE 26C

"Programs for primary grade students are ..."

		FSO	Admin	Other Officers	Total
Better	#	95	53	36	184
	%	27.4	36.6	32.1	30.5
Neutral	#	147	56	41	244
	%	42.4	38.6	36.6	40.4
Worse	#	105	36	35	176
	%	30.3	24.8	31.3	29.1
Total	#	347	145	112	604

TABLE 26D

"Programs for kindergarten and pre-school children are ..."

		FSO	Admin	Other Officers	Total
Better	#	94	51	35	180
	%	28.0	36.7	35.0	31.3
Neutral	#	135	56	36	227
	%	40.2	40.3	36.0	39.5
Worse	#	107	32	29	168
	%	31.8	23.0	29.0	29.2
Total	#	336	139	100	575

Overall Impact on Private Life: The largest group (46.7 per cent) indicated that the overall effect of foreign service on their private lives had been positive. Nearly 25 per cent, however, felt that the effect had been negative (see Table 27).

TABLE 27
EFFECT ON PRIVATE LIFE

"Being part of the Canadian foreign service has a _____ effect on my private life."

		FSO	Admin	Other Officers	Total
Positive	#	242	205	85	532
	%	44.6	48.7	48.6	46.7
Neutral	#	125	152	50	327
	%	23.0	36.1	28.6	28.7
Negative	#	176	64	40	280
	%	32.4	15.2	22.8	24.6
Total	#	543	421	175	1139

Representational Duties and Private Life: Forty per cent of FSOs indicated that the effect of representational duties had been positive, while 26.9 per cent felt it had been negative. A slightly higher percentage (46.6 per cent) of other officers rated the impact of representational duties "positive"; 23.6 per cent indicated that the effect was negative. Of those administrative support employees who indicated that representational duties had had an impact, slightly more saw that effect as negative than positive (see Table 28).

TABLE 28
REPRESENTATIONAL DUTIES

"At this post, the representational duties affect my personal life ..."

		FSO	Admin	Other Officers	Total
Positively	#	219	62	82	362
	%	40.6	18.5	46.6	34.5
Neutral	#	176	199	52	427
	%	32.6	59.4	29.9	40.7
Negatively	#	145	74	41	260
	%	26.9	22.1	23.6	24.8
Total	#	540	335	174	1049

Management and Private Life: Nearly half the respondents (46.9 per cent) indicated that the effect of management at the post on their private lives was neither positive nor negative. Among the others, 32 per cent indicated that the impact was negative, while only 21.1 per cent said the effect was positive. The assessment of employees in the administrative support group was the most negative (see Table 29).

Diplomatic/Non-diplomatic Status: Diplomatic status was considered important to personal life in the foreign service by 48.3 per cent of respondents. Diplomatic status is, naturally, of most significance to FSOs (21.6 per cent of FSOs considered it unimportant, compared with 29.9 per cent of other officers and 37 per cent of administrative support personnel responding). Status is considered to be of even greater significance to one's social life (see Tables 30A and 30B). Status is also considered important because of its effect on privileges (see Table 30C).

TABLE 29
MANAGEMENT AND PRIVATE LIFE

"Management at this post has a _____ effect on my private life."

		FSO	Admin	Other Officers	Total
Positive	#	112	84	42	238
	%	21.3	19.9	23.5	21.1
Neutral	#	255	182	92	529
	%	48.4	43.1	51.4	46.9
Negative	#	160	156	45	361
	%	30.4	37.0	25.1	32.0
Total	#	527	422	179	1128

TABLE 30A
STATUS

"Diplomatic/non-diplomatic status has an _____ impact on my personal life."

		FSO	Admin	Other Officers	Total
Important	#	237	167	79	483
	%	52.7	43.5	47.3	48.3
Neutral	#	116	75	38	229
	%	25.8	19.5	22.8	22.9
Unimportant	#	97	142	50	289
	%	21.6	37.0	29.9	28.9
Total	#	450	384	167	1001

TABLE 30B

"... on my social life."

		FSO	Admin	Other Officers	Total
Important	#	314	166	96	576
	%	69.0	43.0	57.1	57.1
Neutral	#	73	74	35	182
	%	16.0	19.2	20.8	18.0
Unimportant	#	68	146	37	251
	%	14.9	37.8	22.0	24.9
Total	#	455	386	168	1009

TABLE 30C

"... on privileges."

		FSO	Admin	Other Officers	Total
Important	#	349	262	122	733
	%	76.9	67.9	73.1	72.8
Neutral	#	63	52	23	138
	%	13.9	13.5	13.8	13.7
Unimportant	#	42	72	22	136
	%	9.3	18.7	13.2	13.5
Total	#	454	386	167	1007

Another pattern emerged when employees were asked to assess the effect of their status on their spouse's personal life. FSOs indicated that the impact was positive for the most part. Other officers held similar opinions, although perhaps less strongly (39.5 per cent felt that status had a positive impact, compared with 47.4 per cent of FSOs). Administrative support personnel, not surprisingly, generally had the opposite view; 40.1 per cent indicated that the effect of their status on their spouse was negative (see Tables 30D and 30E).

Most officers felt that the effect of status on the lives of their children was either neutral or positive. Conversely, 27.3 per cent of administrative support employees believed that the effect of their status on their children was negative (see Table 30E).

TABLE 30D

"My diplomatic/nondiplomatic status has a _____ effect on my spouse's personal life."

		FSO	Admin	Other Officers	Total
Positive	#	204	53	51	308
	%	47.4	25.6	39.5	40.2
Neutral	#	149	71	44	264
	%	34.7	34.3	34.1	34.5
Negative	#	77	83	34	194
	%	17.9	40.1	26.4	25.3
Total	#	430	207	129	766

TABLE 30E

"... on my children's personal life."

		FSO	Admin	Other Officers	Total
Positive	#	93	29	34	156
	%	29.1	19.3	29.6	26.7
Neutral	#	190	80	66	336
	%	59.4	53.3	57.4	57.4
Negative	#	37	41	15	93
	%	11.6	27.3	13.0	15.9
Total	#	320	150	115	585

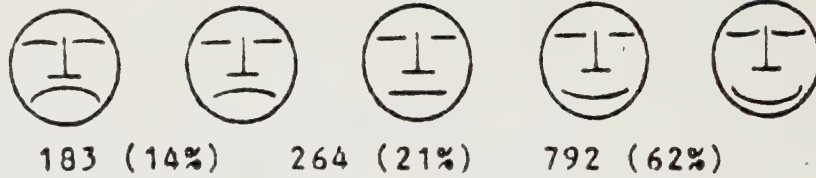
Employees were also asked to assess the general effect of foreign service on their lives by rating such items as "living in this country", "speaking another language" and "health in this country" on a scale of 1 to 5. Respondents were asked to select one of 5 facial expressions that best described their feelings about a given aspect of foreign service life (see Table 31).

Responses to this section of the survey suggested that employees' assessments of the effects of foreign service on their lives at the time they answered the questionnaire was quite positive. In all, only about 250 respondents noted unpleasant feelings toward their jobs, while 236 noted concerns about health and 183 expressed dissatisfaction with overall living conditions (see Table 31). There were however, some differences among the occupational groups. Administrative support personnel had the highest rate of unfavourable responses to each of the questions. Other officers were consistently the least unfavourable in their responses.

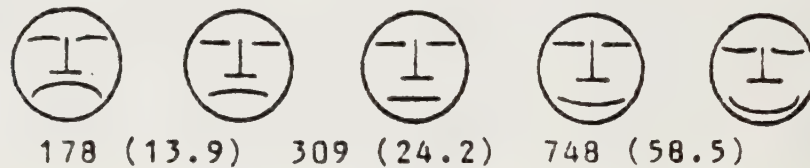
When the responses were analyzed in relation to marital status, the differences between married and single employees was not great. Single employees were somewhat more unfavourable in their reactions to their jobs, but the difference was small.

TABLE 31

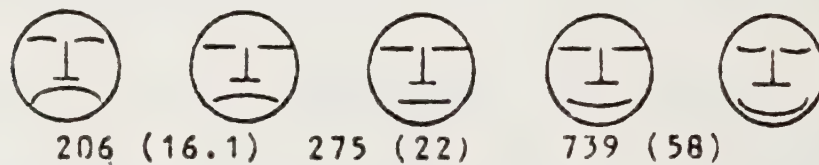
a) Living in this country



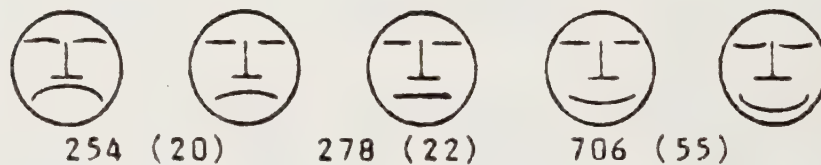
b) Yourself, as you live and work in this country



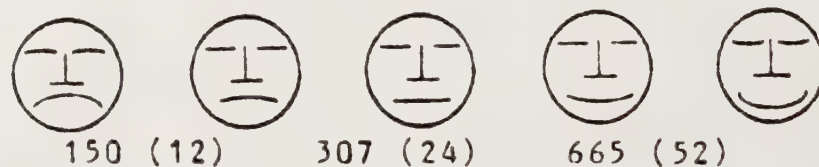
c) Getting to know host country people



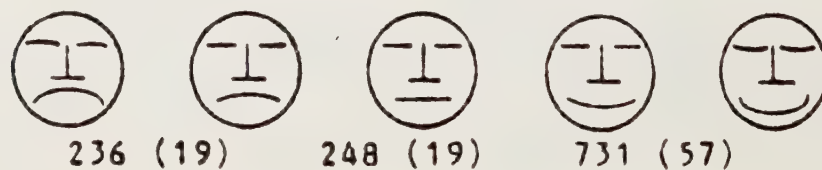
d) Your job



e) Speaking another language



f) Your health in this country



Responses also varied in relation to the hardship level of the post. The greater the level of hardship, the more difficult employees were likely to find getting to know the people and the less positive they were toward the country in general. Those who looked unfavourably on their jobs (approximately 20 per cent of respondents) are scattered across all posts.

Stress: Employees were asked to identify the reactions they perceive as resulting from conditions of work and life in the foreign service. Among the potential sources of stress to be considered were excessive workload, lack of stimulation, boredom, isolation, fears arising from terrorism and violence, difficulties faced in day-to-day life and so on. Respondents were also asked to compare the level of stress at their present post with Ottawa and to indicate how they, their families and their colleagues reacted to stress.

Only 10 per cent of respondents indicated that they viewed life at posts as less stressful than life in Ottawa. Respondents also listed the five most frequent reactions to stress. The results are presented in Table 32. The most frequent reaction identified was minor health reactions, followed by alcoholism and changes in work habits, increased or decreased output and changes in attitudes toward management. Other reactions observed included increases in spending and social activity on one hand and social withdrawal and family breakups on the other.

TABLE 32
FIRST AND FIVE MOST FREQUENT REACTIONS TO STRESS

First Choice		First Five Choices	
Minor Health Reactions	23.4%	Minor Health Reactions	56.5%
Physical Health		Physical Health	
Reactions	12.5	Reactions	38.3
Increased Work Output	9.7	Alcoholism	35.3
Alcoholism	5.9	Increased Spending	29.4
Aggression Against		Aggression Against	
Management	5.0	Management	23.9
Increased Spending	4.0	Increased Work Output	22.5
Increased Social		Social Withdrawal	21.8
Activity	2.4	Decreased Work Output	17.5
Separation	2.1	Separation	17.0
Decreased Work Output	1.9		

Reasons for Joining the Foreign Service: Respondents were asked to indicate their first and five most important reasons for joining the foreign service. Travel stood out as the most significant reason, as shown in Table 33A. It was followed by job and career factors and the wish to serve the country and to contribute to carrying out the role of the foreign service.

Table 33B presents the reasons given by each employee group. The responses of administrative support employees indicate that they joined the foreign service predominantly for the opportunity to travel. Travel was also important to employees in the officer category, but the nature of the job, the role of the foreign service and the opportunity to serve the country ranked higher.

Table 33C illustrates major differences between employment groups as well as other differences related to departments and years of service. Among FSOs, there were significant differences between officers of one department and those of another. Differences were also apparent within the administrative support group; responses varied in relation to marital status and, to some extent, length of service. Single employees were more concerned with travel, cultural exposure, postings and foreign service lifestyle, while married administrative support personnel were slightly more concerned with job content.

TABLE 33A
REASONS FOR JOINING

First Choice		First Five Choices	
Travel	27.4%	Travel	67.6%
Job Content	15.1	Job Content	43.4
Job Challenge	7.2	Job Challenge	41.5
Career Opportunities	6.1	Cultural Exposure	33.9
Service to Country	5.0	Postings	31.5
Role of Foreign Service	4.4	Foreign Service	
Fortuitous Circum-		Lifestyle	27.9
stances	4.0	Career Opportunities	26.4
Postings	3.6	Service to Country	26.2
Foreign Service		Role of Foreign Service	26.0
Lifestyle	2.7		

TABLE 33B

FOREIGN SERVICE OFFICER, ADMINISTRATIVE SUPPORT
PERSONNEL AND OTHER OFFICER REASONS FOR JOINING

First Choice		First Five Choices	
FSOs			
Job Content	23.4%	Travel	61.1%
Travel	14.1	Job Content	60.3
Job Challenge	10.0	Job Challenge	53.1
Serve Country	8.5	Serve Country	43.3
Foreign Service Role	8.2	Foreign Service Role	42.0
Fortuitous Circumstances	6.2	Foreign Service Lifestyle	33.7
Service Lifestyle	4.7	Cultural Exposure	33.3
Career (Own)	4.5	Career (Own)	28.2
		Postings	27.0
Administrative Support			
Travel	52.9%	Travel	82.4%
Postings	4.9	Postings	47.4
Career (Own)	2.3	Cultural Exposure	35.7
Personal Security	2.3	Foreign Service Lifestyle	28.6
Job Content	2.3	Job Challenge	27.2
		Job Security	23.5
		Career (Own)	22.3
		Job Content	21.4
		Monetary	20.9
Other Officers			
Job Content	22.7%	Job Content	62.8%
Job Challenge	15.6	Job Challenge	53.9
Career (Own)	13.9	Travel	52.8
Travel	10.6	Career (Own)	40.0
Cultural Exposure	3.9	Cultural Exposure	38.3
Fortuitous Circumstances	3.9	Serve Country	19.4
Serve Country	3.3	Foreign Service Lifestyle	19.4
		Training	17.2

TABLE 33C
REASONS FOR JOINING - 5 CHOICES
ANALYSIS BY SUBGROUP AND CATEGORY

	All Responses	Other Officers	F50s					Administrative Support						
			All	EA	IIC	CEIC	< 7 yrs.	> 14 yrs.	All	Married	Single	< 7 yrs.	8-13 yrs.	> 14 yrs.
Travel	67.6	52.8	64.1	62.4	59.6	73.5	64.7	59.3	82.4	80.0	86.0	85.1	81.8	78.7
Job Content	43.4	62.8	60.3	62.0	62.9	43.4	53.7	59.8	21.4	22.0	20.2	-	21.8	28.7
Job Challenge	41.5	53.9	53.1	48.8	53.2	40.4	59.6	47.7	27.2	-	30.7	29.2	24.7	30.9
Cultural Exposure	33.9	38.3	33.3	31.5	25.0	39.8	36.5	29.4	35.7	29.0	44.5	41.6	31.8	34.8
Postings	31.5	-	27.0	30.8	-	22.1	23.5	24.7	47.4	44.5	51.0	47.4	49.4	46.8
Foreign Service Life	27.9	19.4	33.7	31.2	38.7	28.3	26.5	36.4	28.6	26.5	30.7	29.2	27.0	33.0
Career	26.9	40.0	28.2	25.8	22.6	35.4	35.3	23.8	22.3	22.9	21.4	20.8	20.6	27.7
Serve Country	26.2	19.4	43.3	46.8	37.1	27.4	36.8	46.2	-	-	-	-	-	-
Role of Service	26.0	-	42.0	44.1	34.7	32.7	33.8	47.1	-	-	-	20.1	-	-
Training	-	17.2	-	-	-	Job Security			23.5	-	-	22.7	25.3	-

Reasons for Remaining: Travel, job content and job challenge appear to be the most important reasons for remaining in the foreign service. Compared with reasons for joining, however, travel and career opportunities are somewhat less important than they were when employees joined the foreign service and salary, monetary considerations and job security have become additional reasons for remaining (see Table 34A).

Table 34B illustrates differences between occupational groups. Foreign service officers continue to identify job and job-related factors, travel and service to the country as reasons for remaining. Administrative support employees continue to list travel and job security as leading reasons for staying. Other officers group listed reasons similar to those of FSOs, but career-related factors were much more significant for this group than for the others.

TABLE 34A
REASONS FOR REMAINING

First Choice		First Five Choices	
Travel	16.6%	Travel	51.6%
Job Content	15.5	Job Content	39.8
Job Challenge	9.2	Job Challenge	35.5
Salary	5.1	Postings	33.2
Job Security	4.7	Cultural Exposure	31.4
Monetary Considerations	4.3	Foreign Service	
Foreign Service		Lifestyle	26.5
Lifestyle	4.0	Salary	25.6
Postings/Assignments	3.7	Job Security	24.4
Service to Country	3.0	Service to Country	21.2
Age	2.7	Monetary Considerations	20.4
		Career Opportunities	16.3

TABLE 34B

FOREIGN SERVICE OFFICER, ADMINISTRATIVE SUPPORT
PERSONNEL AND OTHER OFFICER REASONS FOR REMAINING

First Choice		First Five Choices	
FSOs			
Job Content	21.7%	Job Content	53.8%
Job Challenge	13.0	Job Challenge	50.8
Travel	8.5	Travel	48.9
Salary	5.8	Serve Country	32.6
Foreign Service		Cultural Exposure	31.2
Lifestyle	5.4	Foreign Service	
Serve Country	5.1	Lifestyle	31.0
Foreign Service Role	4.5	Postings	31.0
Monetary	4.0	Salary	28.5
Job Security	4.0	Foreign Service Role	27.0
Administrative Support			
Travel	34.7%	Travel	67.1%
Job Security	8.2	Postings	36.6
Monetary	6.1	Job Security	36.2
Postings	4.5	Cultural Exposure	32.6
Age	4.5	Foreign Service	
Salary	4.2	Lifestyle	29.8
Foreign Service		Monetary	27.4
Lifestyle	4.0	Age	22.3
Job Content	3.5	Salary	19.2
		Job Content	17.1
Other Officers			
Job Content	24.4%	Job Challenge	52.2%
Job Challenge	16.7	Job Content	49.4
Career (Own)	8.3	Travel	42.2
Salary	5.6	Cultural Exposure	37.8
Travel	3.9	Career (Own)	31.7
Cultural Exposure	3.9	Postings	21.7
Career (Spouse)	3.3	Serve Country	20.6
Training	2.8	Salary	20.0

Reasons for Leaving: Career opportunities, salary, family considerations, spouse's career opportunities and management style were most often listed as reasons to consider leaving the foreign service. Unlike the pattern of responses to the questions relating to joining or remaining in the foreign service, there was no single reason for leaving that was of great importance to a large number of employees (see Table 35A).

Table 35B presents the reasons for leaving identified by employees. The lists for each group are more similar than the lists of reasons for joining and remaining. Concern for their careers, family considerations and salary and other financial considerations lead the lists. For administrative support personnel, job content is also a relatively important factor.

In terms of motivation to join, remain in or leave the foreign service, the responses suggest some important differences between the occupational groups. Many officers appear to have had clear career aspirations in choosing their jobs; service to the country and lifestyle are also important considerations. Members of the administrative support group, on the other hand, indicated less concern for job factors as reasons to join the service. Eventually, however, the problems confronted by foreign service employees produce dissatisfactions that affect all occupational groups, so that their concerns and reasons to consider leaving the foreign service are similar.

TABLE 35A
REASONS FOR LEAVING

First Choice		First Five Choices	
Career Opportunities (Own)	11.8%	Career Opportunities (Own)	36.2%
Salary (Own)	9.7	Family Considerations	28.1
Family Considerations	8.3	Management Style	27.7
Career Opportunities (Spouse)	5.8	Salary (Own)	27.0
Monetary Considerations	5.6	Monetary Considerations	26.6
Management Style	5.6	Control over Personal Life	26.3
Job Content	4.8	Job Content	24.5
Control of Personal Life	2.7	Career Opportunities (Spouse)	23.8
Government Administration	4.1	Government Administration	22.3
		Foreign Service Lifestyle	17.0
		Job Challenge	16.3
		Personal Security	15.8

TABLE 35B

FOREIGN SERVICE OFFICER, ADMINISTRATIVE SUPPORT
PERSONNEL AND OTHER OFFICER REASONS FOR LEAVING

First Choice		First Five Choices	
FSOs			
Career (Own)	13.0%	Career (Own)	42.0%
Family	12.0	Management Style	36.2
Salary	8.2	Family	35.6
Career (Spouse)	7.6	Personal Life	34.3
Management Style	6.9	Career (Spouse)	30.1
Personal Life	5.4	Monetary	29.5
Administration	5.3	Salary	27.4
Job Content	4.7	Administration	24.5
Monetary	4.5	Job Content	24.3
Administrative Support			
Salary	15.2%	Salary (Own)	37.8%
Career (Own)	12.2	Career (Own)	37.3
Job Content	6.1	Job Content	31.9
Monetary	5.4	Management Style	25.3
Career (Spouse)	4.7	Monetary	23.2
Health	4.5	Administration	21.6
Management Style	4.2	Job Challenge	20.9
Family	3.8	Family	20.7
Administration	3.3	Career (Spouse)	20.0
Other Officers			
Career (Own)	10.0%	Monetary	33.9%
Family	9.4	Family	33.9
Monetary	9.4	Career (Own)	28.3
Personal Life	5.6	Personal Life	26.7
Career (Spouse)	4.4	Career (Spouse)	25.0
Health	4.4	Health	22.8
Postings	3.9	Personal Security	21.7
Administration	3.9	Administration	20.6

E. Working Environment and Conditions

Employees were asked a series of questions about the working climate, at their present post salary and other remuneration, and career planning and development.

Overseas Posts compared with Headquarters: Almost three-quarters (74.3 per cent) of the employees responding indicated that overseas jobs are challenging compared with headquarters jobs, while only 9.9 per cent said they were unchallenging. Other officers in particular found this to be the case (see Table 36A). Table 36B shows a similar pattern for interest level, with 76.7 per cent of respondents rating overseas posts as interesting compared with Ottawa and only 6.7 per cent finding them uninteresting. Other officers found their jobs somewhat more interesting than either of the other two employee groups, followed by FSOs (85.1 per cent of other officers, compared with 77.5 per cent of FSOs and 72.1 per cent of administrative support personnel).

TABLE 36A

OVERSEAS COMPARED WITH HEADQUARTERS

"Generally, work at overseas posts in comparison with headquarters is ..."

		FSO	Admin	Other Officers	Total
Challenging	# %	399 74.2	288 71.3	142 81.6	829 74.3
Neutral	# %	77 14.3	77 19.1	22 12.6	176 15.8
Unchallenging	# %	62 11.5	39 9.7	10 5.7	111 9.9
Total	#	538	404	174	1116

TABLE 36B

"Generally, work at overseas posts in comparison with headquarters is ..."

		FSO	Admin	Other Officers	Total
Interesting	#	414	295	149	858
	%	77.5	72.1	85.1	76.7
Neutral	#	88	79	18	185
	%	16.5	19.3	10.3	16.5
Uninteresting	#	32	35	8	75
	%	6.0	8.6	4.6	6.7
Total	#	534	409	175	1118

Table 36C shows that in terms of satisfaction, employees again responded positively, with 68.1 per cent indicating that work at overseas posts was satisfying compared with headquarters. Other officers indicated particularly high levels of satisfaction (79.3 per cent said their jobs were satisfying, compared with 70.4 per cent of FSOs and 60.2 per cent of administrative support personnel).

Working Conditions: Rating general working conditions at the post as "good" were 50.3 per cent of employees, with 34.7 per cent indicating that they were "bad". As shown in Table 37, other officers were the most positive and administrative support personnel the least favourable. Among administrative support personnel, 43 per cent indicated the conditions were "bad".

TABLE 36C

"Generally, work at overseas posts in comparison with headquarters is ..."

		FSO	Admin	Other Officers	Total
Satisfying	# %	375 70.4	242 60.2	138 79.3	755 68.1
Neutral	# %	104 19.5	95 23.6	26 14.9	225 20.3
Not satisfying	# %	54 10.1	65 16.2	10 5.7	129 11.6
Total	#	533	402	174	1109

TABLE 37

OVERALL WORKING CONDITIONS

"The working conditions at this post are ..."

		FSO	Admin	Other Officers	Total
Good	# %	295 54.0	171 41.1	113 59.5	579 50.3
Neutral	# %	82 15.0	66 15.9	25 13.2	173 15.0
Bad	# %	169 31.0	179 43.0	52 27.4	400 34.7
Total	#	546	416	190	1152

Support Services at Post: Tables 38A through 38C present the responses to questions about the adequacy of support services at the post. With regard to personnel administration, responses were mixed, with 43.4 per cent of employees rating personnel administration adequate and 39.6 per cent finding it inadequate. They were more favourable toward financial administration; slightly more than half (55 per cent) rated financial administration adequate; however, 27.8 per cent indicated that it was inadequate. Less satisfaction was expressed with regard to materiel/property administration, with the largest group of employees (49.2 per cent) indicating that it was inadequate, while just one-third (34.8 per cent) found it adequate.

TABLE 38A
SUPPORT SERVICES AT POST

"In terms of meeting the work requirements, the support services available within the post for each of the following are ..."

Personnel Administration

		FSO	Admin	Other Officers	Total
Adequate	#	227	178	88	493
	%	41.8	43.0	49.4	43.4
Neutral	#	94	70	29	193
	%	17.3	16.9	16.3	17.0
Inadequate	#	222	166	61	449
	%	40.9	40.1	34.3	39.6
Total	#	543	414	178	1135

TABLE 38B

Financial Administration

		FSO	Admin	Other Officers	Total
Adequate	# %	278 51.1	233 56.6	113 63.1	624 55.0
Neutral	# %	87 16.0	81 19.7	28 15.6	196 17.3
Inadequate	# %	179 32.9	98 23.8	38 21.2	315 27.8
Total	#	544	412	179	1135

TABLE 38C

Materiel/Property Administration

		FSO	Admin	Other Officers	Total
Adequate	# %	174 32.2	147 35.4	74 41.3	395 34.8
Neutral	# %	84 15.5	67 16.1	31 17.3	182 16.0
Inadequate	# %	283 52.3	201 48.4	74 41.3	558 49.2
Total	#	541	415	179	1135

Support Services Provided by Headquarters: Support services provided by headquarters were also rated. These results are presented in Tables 39A through 39D. Nearly one-half (45.9 per cent) rated personnel administration inadequate, while 32.1 per cent indicated that it was adequate. Once again, other officers were somewhat more satisfied than the other two employee groups. The assessment of financial administration was mixed, with 41.1 per cent rating it adequate and 34.2 per cent finding it inadequate. Other officers were considerably more positive than the two other groups. Nearly half the employees -- 46.7 per cent -- rated materiel/property administration inadequate, while 29.8 per cent said it was adequate. FSOs were particularly unfavourable in their ratings. With regard to other administrative services, the group was split, with 33.8 per cent finding them inadequate and 28.4 per cent rating them adequate. Other officers were the most favourable of the three groups and FSOs the least favourable.

TABLE 39A

HEADQUARTERS-PROVIDED SUPPORT SERVICES

"For each of the functional support systems, the services provided by headquarters are ..."

Personnel Administration

		FSO	Admin	Other Officers	Total
Adequate	#	139	105	65	309
	%	31.5	29.0	40.9	32.1
Neutral	#	90	80	41	211
	%	20.4	22.1	25.8	21.9
Inadequate	#	212	177	53	442
	%	48.1	48.9	33.3	45.9
Total	#	441	362	159	962

TABLE 39B

Financial Administration

		FSO	Admin	Other Officers	Total
Adequate	# %	174 39.4	146 40.4	76 47.5	396 41.1
Neutral	# %	102 23.1	92 25.5	44 27.5	238 24.7
Inadequate	# %	166 37.6	123 34.1	40 25.0	329 34.2
Total	#	442	361	160	963

TABLE 39C

Materiel/Property Administration

		FSO	Admin	Other Officers	Total
Adequate	# %	94 21.6	131 36.3	60 38.0	285 29.8
Neutral	# %	84 19.3	97 26.9	43 27.2	224 23.5
Inadequate	# %	258 59.2	133 36.8	55 34.8	446 46.7
Total	#	436	361	158	955

TABLE 39D

Other Administrative Services

		FSO	Admin	Other Officers	Total
Adequate	#	107	110	56	273
	%	24.5	30.2	35.0	28.4
Neutral	#	164	140	59	363
	%	37.6	38.5	36.9	37.8
Inadequate	#	165	114	45	324
	%	37.8	31.3	28.1	33.8
Total	#	436	364	160	960

Job and Language Training: Nearly half the employees (49.5 per cent) found job training inadequate; 28.5 per cent said it was adequate. Other officers were somewhat more positive than the other two groups; FSOs were the least satisfied with training (see Table 40).

Slightly over half the employees (52.7 per cent) said that language training was necessary if they were to function effectively in their jobs, while 38.3 per cent said it was not. There were clear differences between the occupational categories, with 56.3 per cent of FSOs, 52.3 per cent of administrative support personnel and only 42.4 per cent of other officers indicating that language training was necessary for effective job performance. More other officers indicated that it was not necessary than said it was (49.7 per cent compared with 42.4 per cent).

TABLE 40
JOB TRAINING

"The quality of job training offered at departmental headquarters (excluding pre-posting briefings) is ..."

		FSO	Admin	Other Officers	Total
Adequate	# %	132 25.1	123 30.8	57 33.5	312 28.5
Neutral	# %	110 20.9	86 21.6	45 26.5	241 22.0
Inadequate	# %	283 53.9	190 47.6	68 40.0	541 49.5
Total	#	525	399	170	1094

TABLE 41
LANGUAGE TRAINING

"Language training to function effectively at my job is ..."

		FSO	Admin	Other Officers	Total
Necessary	# %	302 56.3	217 52.3	75 42.4	594 52.7
Neutral	# %	40 7.5	48 11.6	14 7.9	102 9.0
Unnecessary	# %	194 36.2	150 36.1	88 49.7	432 38.3
Total	#	536	415	177	1128

Diplomatic Status: Nearly three-quarters (71.6 per cent) of employees said that diplomatic status was necessary if they were to perform their jobs effectively. FSOs were strongly in agreement (89.3 per cent) and other officers expressed a similar view (78.7 per cent). Administrative support staff were split fairly evenly between those who thought it was necessary (45.5 per cent) and those who did not (42.6 per cent). Among FSOs, 77.7 per cent said their present status was adequate, as shown in Table 42B, while 53.1 per cent of the other officers were satisfied with their present status. Among administrative support personnel, 51.2 per cent said their present status was adequate, while 39.2 per cent said it was not.

TABLE 42A
STATUS

"In order to perform my job effectively, I require diplomatic status."

		FSO	Admin	Other Officers	Total
Do	#	477	187	140	804
	%	89.3	45.5	78.7	71.6
Neutral	#	16	49	17	82
	%	3.0	11.9	9.6	7.3
Do not	#	41	175	21	237
	%	7.7	42.6	11.8	21.1
Total	#	534	411	178	1123

TABLE 42B

"My present diplomatic rank for performing my present job effectively is ..."

		FSO	Admin	Other Officers	Total
Sufficient	# %	414 77.7	197 51.2	93 53.1	704 64.4
Neutral	# %	34 6.4	37 9.6	16 9.1	87 8.0
Insufficient	# %	85 15.9	151 39.2	66 37.7	302 27.6
Total	#	533	385	175	1093

Salary: Over half the employees (50.2 per cent) rated their salary as "unfair", compared with 23.8 per cent who indicated they found it was "fair". Least satisfied with their salaries were administrative support personnel, 60 per cent of whom rated salary as unfair (see Table 43A).

When asked whether their employment with the foreign service had been financially advantageous, 49.1 per cent of employees said that it had been disadvantageous, while 25.1 per cent said it had been advantageous. FSOs and other officers found financial arrangements particularly disadvantageous, while views among administrative support personnel were mixed (30.7 per cent said employment had been advantageous; 41.2 per cent said it had been disadvantageous; see Table 43B).

With regard to the Salary Equalization Allowance, nearly three-fourths of the group (73.8 per cent) said it was inadequate. Other officers in particular (81.9 per cent) found the allowance inadequate (see Table 43C).

TABLE 43A

SALARY

"Given the responsibilities I have at this post, my basic salary is ..."

		FSO	Admin	Other Officers	Total
Fair	#	142	74	55	271
	%	26.1	17.7	30.9	23.8
Neutral	#	157	93	46	296
	%	28.9	22.3	25.8	26.0
Unfair	#	245	250	77	572
	%	45.0	60.0	43.3	50.2
Total	#	544	417	178	1139

TABLE 43B

"In general, my employment in the foreign service has been financially ..."

		FSO	Admin	Other Officers	Total
Advantageous	#	115	128	46	289
	%	20.6	30.7	25.7	25.1
Neutral	#	146	117	35	298
	%	26.2	28.1	19.6	25.8
Disadvantageous	#	296	172	98	566
	%	53.1	41.2	54.7	49.1
Total	#	557	417	179	1153

TABLE 43C

"The Salary Equalization Allowance for this post is ..."

		FSO	Admin	Other Officers	Total
Adequate	#	66	49	17	132
	%	12.8	16.0	9.6	13.2
Neutral	#	73	42	15	130
	%	14.2	13.7	8.5	13.0
Inadequate	#	376	216	145	737
	%	73.0	70.4	81.9	73.8
Total	#	515	307	177	999

Post Differential Allowance: Nearly three-fourths (71.5 per cent) of the employees indicated that the Post Differential Allowance does not equitably reflect hardships faced at posts. Only 12.7 per cent thought the allowance was equitable (see Table 44).

Foreign Service Directives: With regard to the Foreign Service Directives generally, 59.1 per cent of the respondents said they were inadequate, while 23.7 per cent found them adequate. More FSOs (64.6 per cent) than other employees found the Directives inadequate (see Table 45).

Career Development and Planning: Just over two-thirds (67.4 per cent) of the employees responding to the survey said they thought career planning programs in the foreign service were "bad"; only 16.5 per cent rated them "good". Administrative support staff were particularly dissatisfied; 73.8 per cent described them as "bad". A large group (64.1 per cent) of FSOs also rate them as "bad". Other officers were relatively less dissatisfied (see Table 46A).

TABLE 44
POST DIFFERENTIAL

"The Post Differential Allowance reflects the hardships faced at posts ..."

		FSO	Admin	Other Officers	Total
Equitably	#	59	51	29	139
	%	11.3	12.6	17.2	12.7
Neutral	#	90	58	26	174
	%	17.2	14.3	15.4	15.8
Inequitably	#	375	296	114	785
	%	71.6	73.1	67.5	71.5
Total	#	524	405	169	1098

TABLE 45
FOREIGN SERVICE DIRECTIVES

"In general the provisions of the Foreign Service Directives are ..."

		FSO	Admin	Other Officers	Total
Adequate	#	115	107	48	270
	%	21.1	25.8	26.8	23.7
Neutral	#	78	82	35	195
	%	14.3	19.8	19.6	17.1
Inadequate	#	352	225	96	673
	%	64.6	54.3	53.6	59.1
Total	#	545	414	179	1138

Over two-thirds of the respondents (70 per cent) indicated that the management of careers in the foreign service is "bad"; only 14.7 per cent expressed the opposite view. Again, administrative support personnel were least satisfied (83.3 per cent rated it "bad"), followed by FSOs (69.9 per cent; see Table 46B).

When asked to compare career progression in the foreign service with the prospects elsewhere in public service, 70 per cent said prospects in the foreign service are "worse", as shown in Table 46C. Again, opinions varied among employment categories. Administrative support personnel were particularly pessimistic; 81.6 per cent rated foreign service prospects "worse", while only 6.8 per cent rated them "better". Among FSOs, 70.5 per cent rated their prospects "worse", while only 16.5 per cent rated them "better". Opinion among other officers as mixed -- 38.8 per cent rated them "worse", 29.1 per cent rated them "better" (see Table 46C).

TABLE 46A
CAREER DEVELOPMENT

"Career planning programs in the foreign service are ..."

		FSO	Admin	Other Officers	Total
Good	#	104	37	45	186
	%	19.2	8.8	27.3	16.5
Neutral	#	90	54	37	181
	%	16.6	12.8	22.4	16.1
Bad	#	347	329	83	759
	%	64.1	78.3	50.3	67.4
Total	#	541	420	165	1126

TABLE 46B

"In the foreign service, the management of careers is ..."

		FSO	Admin	Other Officers	Total
Good	#	93	33	40	166
	%	17.1	7.9	24.4	14.7
Neutral	#	92	37	35	164
	%	16.9	8.8	21.3	14.6
Bad	#	358	350	89	797
	%	65.9	83.3	54.3	70.7
Total	#	543	420	164	1127

TABLE 46C

"In comparison with others in the public service, career progression prospects for foreign service employees are ..."

		FSO	Admin	Other Officers	Total
Better	#	90	28	48	166
	%	16.5	6.8	29.1	14.7
Neutral	#	71	49	53	173
	%	13.0	11.7	32.1	15.3
Worse	#	386	342	64	792
	%	70.1	81.6	38.8	70.0
Total	#	547	419	165	1131

Value of Postings as Preparation for Future Jobs: As shown in Table 47, nearly half the employees (49.9 per cent), thought that foreign postings prepared them adequately for future jobs in the foreign service, while 27.7 per cent disagreed. FSOs and other officers tended to be more favourable (59.2 per cent and 58.1 per cent respectively rated postings favourably), while the largest group of administrative support personnel (39.8 per cent) regarded postings as inadequate preparation.

TABLE 47
VALUE OF POSTINGS FOR OTHER JOBS

"Postings serve as preparation for future jobs in the foreign service ..."

		FSO	Admin	Other Officers	Total
Adequately	#	323	145	97	565
	%	59.2	34.5	58.1	49.9
Neutral	#	109	108	37	254
	%	20.0	25.7	22.2	22.4
Inadequately	#	114	167	33	314
	%	20.9	39.8	19.8	27.7
Total	#	546	420	167	1133

Interdepartmental Career Moves: When asked about opportunities for interdepartmental career moves, 51.5 per cent of respondents said those opportunities were "bad", while 28.0 per cent said they were "good". Of the three employee groups, administrative support personnel had the most negative opinions (see Table 48).

TABLE 48

"My opportunities for interdepartmental career moves are ..."

		FSO	Admin	Other Officers	Total
Good	#	180	79	57	316
	%	33.1	19.1	33.7	28.0
Neutral	#	127	69	34	230
	%	23.3	16.7	20.1	20.4
Bad	#	236	265	78	579
	%	43.5	64.2	46.2	51.5
Total	#	543	413	169	1125

Prospects for Promotion: As shown in Table 49, most employees (64.4 per cent) viewed their prospects for promotion as "bad". Administrative support personnel and FSOs expressed a particularly negative view (74.7 and 61.5 per cent respectively). Only 11.9 per cent of administrative support employees felt that prospects for promotion were "good", but 33.8 per cent of other officers and 23.8 per cent of FSOs were optimistic.

Leaving the Foreign Service: Fifty-seven per cent of employees responding to the survey said they had seriously considered leaving the foreign service; 31.2 per cent said they had never done so. Among those who had considered leaving at one time or another, FSOs predominated (62.1 per cent), followed by administrative support personnel (55.5 per cent), as shown in Table 50A. Table 50B shows that 47.9 per cent said they are now seriously considering leaving the foreign service. This figure includes 51.8 per cent of FSOs, 45.1 per cent of administrative support personnel and 41.4 per cent of other officers. On the other hand, 34.7 per cent of FSOs and 37.2 per cent of administrative support personnel said they were not considering leaving; 42.7 per cent of other officers gave the same response. Very few employees were neutral on this question.

TABLE 49
PROSPECTS FOR PROMOTION

"In the future, my prospects for promotion in the foreign service are ..."

		FSO	Admin	Other Officers	Total
Bad	# %	330 61.5	313 74.7	70 46.4	713 64.4
Neutral	# %	79 14.7	56 13.4	30 19.9	165 14.9
Good	# %	128 23.8	50 11.9	51 33.8	229 20.7
Total	#	537	419	151	1107

TABLE 50A
CONSIDERATION OF LEAVING

"In the past, I have considered leaving the foreign service ..."

		FSO	Admin	Other Officers	Total
Seriously	# %	337 62.1	234 55.5	66 43.1	637 57.0
Neutral	# %	44 8.1	54 12.8	34 22.2	132 11.8
Never	# %	162 29.8	134 31.8	53 34.6	349 31.2
Total	#	543	422	153	1118

TABLE 50B

"I am now considering leaving the Foreign Service ..."

		FSO	Admin	Other Officers	Total
Seriously	#	282	188	65	535
	%	51.8	45.1	41.4	47.9
Neutral	#	73	74	25	172
	%	13.4	17.7	15.9	15.4
Not at all	#	189	155	67	411
	%	34.7	37.2	42.7	36.8
Total	#	544	417	157	1118

IV - Conclusions

1. Members of the foreign service who responded to the questionnaire held mixed views regarding general living and working conditions in the foreign service. What is clear, however, is that the dissatisfaction with conditions overseas varies directly with the level of hardship. The more difficult the post, the greater the concern about issues such as health, security, accommodation, recreation and education. These findings can be said to confirm in general the validity of the guidelines established by management for assessing hardship levels at various posts.

2. There is consensus on two major areas of dissatisfaction, career development and financial compensation. Over two-thirds of the employees consider that career planning and the management of careers are poor. They also feel that their career progression prospects are much worse than those of other public servants. In short, many foreign service employees tend to feel isolated from the rest of the public service. They also seem to feel 'trapped' in a career that will increasingly limit their professional growth.

With respect to financial compensation, many employees (almost one out of two) feel financially disadvantaged by foreign service employment. Most view the Salary Equalization Allowance and Post Differential Allowance as inadequate.

3. Opinions are mixed about the general effect of foreign service life on individuals and families. The effect of foreign service on one's private life tends to be seen as more positive than negative, but the impact on family relationships is believed to be more negative than positive, especially by officers. It appears that the demands imposed by representational duties may tend to have a negative effect on the stability of family relationships.

4. Concerns about the quality of schooling available overseas increase with the age of the child. Worries about the education of primary school children are less common than concerns about education in higher grades. Decisions about where and how to educate adolescents (at home, at the post or in a third country) have important consequences for family stability and individual development.

5. It is interesting to note that vast majority of foreign service employees consider their lives overseas more stressful than life in Ottawa. Further, the data indicated clearly that the longer one remains in the foreign service, the more difficult accepting and coping with the lifestyle become.

6. That employees and spouses find foreign service life stressful may help to explain another major finding, namely that many members of the foreign service (approximately 50 per cent) are seriously considering leaving the foreign service. Among the reasons for leaving the foreign service, career opportunities, salary, family considerations, the spouse's lack of career opportunities and overall management style in the foreign service are mentioned most frequently.

7. In the analysis of the data, some attempt was made to test for differences between officers, administrative support staff and non-rotational officers (those on secondments or single assignments). Very few differences were found; however, the following are noteworthy. FSOs, more frequently than support staff or other officers, mention that they are seriously considering leaving the foreign service and emphasize

career considerations, management style in the foreign service and family considerations (including spouse's career) as the primary reasons. The evidence also suggests that the responsibilities of married officers on assignment tend to have more negative effects on family and spouse relationships.

Administrative support staff, more frequently than officers, express dissatisfaction with career planning and the management of careers in the foreign service. Forty-five per cent are seriously considering leaving the foreign service and they list salary, career and job content as the primary reasons for doing so. Unlike officers, job content is a relatively important factor in their considerations.

In terms of motivation to join, remain in and leave foreign service employment, the responses suggest some important differences between occupational groups. Officers appear to have had clear career-related reasons for choosing their jobs, with service to the country and lifestyle as important considerations. Administrative support personnel, on the other hand, placed more emphasis on factors such as travel and the foreign service lifestyle.

Finally, other officers generally express more satisfaction and less dissatisfaction with foreign service postings than do members of the other employee groups. This finding may be at least partially explained by the fact that these officers are non-rotational.

REPORT 2

FOREIGN SERVICE SPOUSES

I - Background

This report focuses on the spouses of foreign service personnel, providing demographics of the group, a profile of the 'average' foreign service spouse and an analysis of their responses to a number of questions on topics such as their preparation for life abroad, reception and day-to-day life at the post, and family and personal life as foreign service spouses.

The results of the study are presented in the following manner:

Section II - Spouse Profile

Section III - Analysis

- A. Demographics
- B. Preparation and Reception
- C. Post Living Environment
- D. Family and Children
- E. Personal Life

Section IV - Conclusion

II - Spouse Profile

A profile of the 'average' spouse was derived from the aggregate of all spouses' responses to the survey. In those few instances where the profile of spouses of FSOs differs from that of spouses of administrative support employees or other officers, those distinctions will be noted.

The average spouse is female and 37 years of age. She has attended university and has lived overseas at two posts. She had worked an average of 5 years prior to this posting. She and her spouse have 2 children. She is bilingual, but answered the questionnaire in English.

She found the pre-departure preparation for the posting somewhat less than adequate. If she was the spouse of an 'other officer', she found the reception she received on arrival at the post adequate. If she was the spouse of an administrative support employee, she was slightly less satisfied with this reception.

At the post, she finds transportation accessible; it may be crowded, but she finds it generally safe. She is generally dissatisfied with the financial arrangements and recreational and sports facilities available to Canadian foreign service families, but finds the accommodations, furnishings, etc. generally comparable to that provided to families of other western foreign service employees.

The availability, variety and quality of food are adequate, although some non-food items are sometimes hard to find and of inferior quality.

She finds the chances of encountering health problems greater at the post than in Ottawa for both adults and children. Although the quality of medical care available for minor problems is more or less adequate, it is much less so for major medical problems.

The average foreign service spouse has found that it is important to learn the local language. She also says that she has been little affected by politically-motivated terrorism. Depending on the level of hardship, her opinion of the post is fairly positive, but post-related concerns are important in considering future postings.

Her family is actively involved in social and recreational activities, particularly those outside the mission. Compared with Ottawa, however, social activities and entertainment for children tend to be unattractive, expensive and relatively fewer in number.

She believes that foreign service has a major impact on family life. The effect is particularly negative when a family is separated. On the other hand, she also believes that separation often encourages greater self-reliance. Overall, she feels that being involved in the foreign service has strengthened her children's sense of Canadian identity.

In terms of her children's schooling, she believes that they have either held their own or surpassed children at their grade level in Ottawa. Other benefits of foreign service life for children include travel and exposure to different cultures. Frequent changes of schools and leaving friends behind, however, are drawbacks for children of all ages. She believes the quality of family life will improve when they return to Ottawa.

The average foreign service spouse is generally negative about the effect of foreign service life on her personal life and feels that the quality of her personal life will improve on return to Ottawa. The major concern is the lack of employment and career opportunities. She is fairly certain that if she were in Ottawa, a number of opportunities would be available. At her present post, however, because of the scarcity of jobs, local government restrictions on foreign workers or, to a lesser, extent family obligations, her efforts to pursue personal and career interests are frustrated.

She feels that membership in the foreign service community has contributed to her sense of Canadian identity and to her appreciation of her home country.

She sees diplomatic status as important to her personal life and social life and considers the privileges that accompany it important.

She has noted a variety of reactions to the stress of adjusting to a new post, including minor psychological and physical health difficulties, increased work output and, possibly, increased spending.

Remaining a part of the foreign service is attractive because of the opportunities for travel and cultural exposure. For the spouses of FSOs, the spouse's career, salary and job challenge are next in importance. Among administrative support spouses, job security, monetary considerations, spouse's salary and family considerations follow travel as the primary motivations for remaining in the foreign service. For spouses of other officers, the spouse's career is the primary motivation, followed by travel, cultural exposure, contributing to the role of the foreign service and job challenge.

Reasons to consider leaving the foreign service include the absence of career opportunities for herself, family considerations, insufficient control over personal life, health problems and children's education. For FSO spouses, the lack of career opportunities is the primary consideration. Monetary concerns are more important to administrative support and other officer spouses, but for spouses of other officers the lack of career opportunities is a second factor. For administrative support spouses, the salary of her spouse, health concerns and family considerations are also reasons to consider leaving the foreign service.

III - Analysis

In this section the results of the survey are presented in narrative and tabular form. To simplify this data, the original response categories were regrouped for the majority of questions as follows:

Example: "How adequate was the food on your post?"

1	2	3	4	5	6	7
Adequate						Inadequate
(circle one)						

After this regrouping, all responses to each question fell into one of three categories -- in this case, "Adequate", "Neutral" or "Inadequate":

1	2	3
Adequate	Neutral	Inadequate
(1+2+3)	(4)	(5+6+7)

A. Demographics

A number of preliminary questions gathered background information on sample representativeness, residence, age, education, previous overseas living experience and so on.

Representativeness of Sample: It is estimated that there are 1,729 foreign service spouses 695 of whom (39.5 per cent) completed the survey, as shown in Table 1. Table 2 shows that 321 of the responses (35.3 per cent of the population) came from spouses of FSOs.

Spouses of administrative support employees accounted for 131 responses (21.7 per cent of that population); other officers' spouses completed 159 questionnaires (73.6 per cent of that population). Eighty-four respondents did not identify their spouse's employment category. Responses were received from spouses living at 107 different posts. The representatives of the sample is shown in Table 3.

TABLE 1
SURVEY RESPONSE DATA

Number	Number of Responses (N)
Total Number of Spouses in Population	1729
Total Number of Spouses Completing Questionnaire	683
Percentage of Total Population Completing Questionnaire	39.5%

TABLE 2
REPRESENTATIVENESS OF RESPONDENTS
BY SPOUSE EMPLOYMENT CATEGORY

Employment Category	Number in Population	Number of Responses (N)	Percentage (%)
Foreign Service Officers Spouses	909	321	35.3
Support and Administrative Personnel Spouses	604	131	21.7
Other Officer Spouses	216	159	73.6
Unknown/Unclassifiable		72	

TABLE 3
REPRESENTATIVENESS: OTTAWA
VERSUS OVERSEAS

	Number in Population	Number of Responses (N)	Percentage (%)
Ottawa	595	125	21.0
Overseas	1134	558	46.2
Total	1729	683	39.5

Age and Gender: The median age for spouses was 37; they ranged from the early 20s to the mid 60s. Over 98 per cent of the spouses were female; 10 of the 695 spouses were male (see Tables 4 and 5).

TABLE 4
AGE

Descriptors	Number of Responses (N)
Range	Early 20s- mid 60s
Median Age	37

TABLE 5
GENDER

Response Categories	Number of Responses (N)	Percentage (%)
Male	10	1.4
Female	685	98.6
Total	695	100.0

Education: As shown in Table 6, most of the spouses were secondary school graduates, 46 per cent were university graduates and 26 per cent had done some post graduate work. Nearly 13 per cent had masters or doctoratal degrees.

TABLE 6
EDUCATION

Response Categories	Number of Responses (N)	Percentage (%)
Elementary School	2	.3
Some Secondary School	39	5.6
Secondary School Graduate	84	12.1
Some University	66	9.5
Other Degrees, Diplomas, Certificates	183	26.3
University Graduate	136	19.6
Some Post Graduate Work	92	13.2
Masters Degree or equivalent	77	11.1
Doctoral Degree or equivalent	12	1.7
No Response	4	.6
Total	695	100.0

Overseas Living Experience: Respondents had accompanied their spouses on an average of 2 overseas postings; some had had as many as 7 postings. Twenty-one respondents had not accompanied their spouse on one or more postings; in these cases the average period of separation was 2 years.

Previous Work Experience: Of the 695 respondents, 88 per cent indicated that they had some previous work experience, most of which (68 per cent) was in the private sector. About 18 per cent indicated that they had worked for some time in the public sector, including 17 (2.5 per cent) who had worked in embassies. Length of work experience in Canada ranged between 1 and 20 years, with 5 years being the average. Nearly half (48.3 per cent) had worked overseas an average of 3 years. Approximately 40 per cent of the spouses responding had been working until recently; 90 per cent had ceased working within the past 5 years.

Spouse's Job: Of the 695 respondents, nearly half (46.2 per cent) were FSO spouses. Spouses of administrative support personnel accounted for 18.8 per cent of the responses, while spouses of other officers contributed 22.9 per cent of the completed questionnaires.

TABLE 7
SPOUSE'S EMPLOYMENT CATEGORY

Response Categories	Number of Responses (N)	Percentage (%)
Foreign Service Officer	321	46.2
Administrative Support Employee	131	18.8
Other Officer	159	22.9
Unknown	84	12.1
Total	695	100.0

Residence of Dependents and Family Data: A majority (63.1 per cent) of the respondents were from families who live together at the post with dependents. Slightly over one-third (36.9 per cent) were from spouses whose dependents were away from home, as shown in Table 8. Respondents had a total of 1520 dependent children. Also, living with the families were 215 dependent adults.

TABLE 8
RESIDENCES OF DEPENDENTS

Response Categories	Number of Responses (N)	Percentage (%)
Dependents with Family at Post	561	63.1
Dependents Away from Home	959	36.9
Total	1520	100.0

TABLE 9
FAMILY DATA

Response Categories	Number of Responses (N)
Average Number of Children per Family	2.2
Total Number of Dependent Children of Respondents	1520
Dependent Adults	215

Language: Eighty-three per cent of the respondents used English to complete the questionnaire; 17 per cent used French. Fifty-five per cent reported that they were bilingual (see Table 10).

TABLE 10

LANGUAGE

Response Categories	Number of Responses (N)	Percentage (%)
English*	577	83.0
French*	118	17.0
Total	695	100.0
Bilingual (self-reported)	382	55.0
Unilingual	313	45.0
Total	695	100.0

* Language used to complete survey.

B. Preparation and Reception

Spouses were asked to rate the adequacy of the pre-departure briefing on conditions at the post. Nearly half (43 per cent) felt it was inadequate, while 30.8 per cent had the opposite view. In assessing the briefing material available prior to posting, again nearly half (45 per cent) rated it inadequate, while only 25.2 per cent found it adequate. Slightly more respondents found the material misleading (34 per cent) than found it accurate (28.3 per cent).

Table 11C presents spouses' reactions to the reception they were given on arrival at the post. Fewer than half (46.2 per cent) found it adequate; 32.2 per cent rated it inadequate. Spouses of other officers expressed relatively greater satisfaction, while spouses of administrative support personnel were considerable less satisfied.

TABLE 11A
PREPARATION AND RECEPTION

"The briefing on local conditions I received at this post was ..."

Response Categories	Number of Responses (N)	Percentage (%)
Inadequate	299	43.0
Neither Inadequate Nor Adequate	136	19.6
Adequate	214	30.8
No Response	46	6.6
Total	695	100.0

TABLE 11B

"The pre-posting briefing material available to me before arriving at this post was ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Inadequate --- Adequate									
		Inadequate				Adequate			
53	7.6	154	22.2	154	22.2	175	22.2	695	100.0
Misleading --- Accurate									
		Misleading				Accurate			
85	12.2	177	25.5	177	25.5	197	28.3	197	100.0

TABLE 11C

"The immediate reception I experienced upon arrival at this post was ..."

Response Categories	Number of Responses (N)	Percentage (%)
Adequate	321	46.2
Neither Adequate Nor Inadequate	122	17.6
Inadequate	224	32.2
No Response	28	4.0
Total	695	100.0

C. Post Living Environment

Responses to questions about the general living environment -- including transportation, accommodations, shopping, health, safety, language and general impressions -- reflected the level of hardship at various posts.

Transportation: Although there were variations from post to post, 65.3 per cent of spouses said that public transportation was generally available and accessible. Slightly over half (50.4 per cent) noted that congestion can be a problem, but nearly half (45 per cent) rated transportation as generally safe (see Table 12).

TABLE 12
TRANSPORTATION

"Transportation to (e.g., roads, buses, trains, etc.) and accommodation in surrounding cities and regions in this country are ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Available --- Unavailable									
		Available				Unavailable			
26	3.7	453	10.8	75	10.8	140	20.1	695	99.1
Congested --- Uncongested									
		Congested				Uncongested			
39	5.6	350	25.5	170	25.5	170	19.6	695	100.0
Unsafe --- Safe									
		Unsafe				Safe			
38	5.5	222	31.8	122	17.6	313	45.0	695	99.9

Post Characteristics: In comparing various facets of life at the post with the quality of life of foreign service representatives from other western countries, spouses found their accommodations and general environment comparable. As shown in Table 13, 73.7 per cent of spouses rated their living accommodations as equal to or better than accommodations of other foreign service personnel; but 20.5 per cent consider them worse. With regard to furnishings, 66.5 per cent feel theirs are equal to or better than those provided to other western foreign service personnel while nearly one-fourth (21.1 per cent) regard them as worse.

TABLE 13
POST CHARACTERISTICS

"Rate the following items by indicating your general impressions of how your situation at this post compares to that of the foreign service representatives of western countries. Make your ratings in terms of a general average rather than extremes."

Item	No Response		Response		Neutral Response		Response		Total	
	#	%	#	%	#	%	#	%	#	%
Living Accommodations	36	5.8	Worse		278	44.8	Better		620	100.0
	58	9.4			231	37.3			620	100.0
Recreation and Sports Facilities	46	7.4	237	38.2	252	40.6	85	13.7	620	99.9
Recreation and Sports Facilities for Children	96	15.5	212	34.2	249	40.2	63	10.2	620	100.0
Social Activities/Entertainment	43	6.9	174	28.1	302	48.7	101	16.3	620	100.0
Cultural Material/Events	43	6.9	199	32.1	283	45.6	95	15.3	620	99.9
Financial Arrangements	66	10.6	248	40.0	200	32.3	106	17.1	620	100.0
Perquisites	122	19.7	196	31.6	241	38.9	61	9.8	620	100.0

Spouses were most dissatisfied when comparing their financial situation with that of foreign service personnel from other western countries; 40 per cent of the respondents rated their circumstances as worse. In the areas of recreation and sports facilities and social and cultural activities, nearly one-third of the spouses rated their situation as worse than that of personnel from other countries.

Food and Non-Food Shopping: As shown in Table 14A, a majority rated the availability, variety and quality of food at their post as good. Roughly 30 per cent of the spouses, however, gave the opposite rating in each area. Relatively few respondents gave neutral replies. Table 14B reveals a similar pattern with regard to non-food products, except that fewer spouses rated availability, variety and quality as good.

Health: There was general agreement among spouses that the possibility of encountering health problems abroad, particularly at hardship posts, was greater than in Ottawa. For example, 60.1 per cent of the respondents indicated that the chances of an adult encountering health problems were greater overseas than in Ottawa. With regard to children, 57.4 per cent said that the likelihood of problems was greater overseas than in Ottawa (see Table 15A).

Respondents were also asked about the availability and quality of health care. There was less agreement in this area. Although 41.3 per cent rated health care for minor problems as "available", a similar number (41.6 per cent) gave neutral replies. With regard to the quality of care for minor problems, responses were split evenly among the three categories.

With regard to major medical problems, responses were more negative. Although 28.3 per cent indicated that care for major problems was available, 42.4 per cent said that it was unavailable. In terms of the quality of medical care for major problems, a majority -- 52.9 per cent -- rate it "bad", while only 20.7 per cent said it was "good".

TABLE 14A

FOOD AND NON-FOOD SHOPPING

"At this post obtaining food in terms of _____ is ..."

Item	No Response		Response		Neutral Response		Response		Total	
	#	%	#	%	#	%	#	%	#	%
Availability	12	1.7	405	58.3	86	12.4	192	27.6	695	100.0
Variety	15	2.2	369	53.1	88	12.7	223	32.1	695	100.1
Quality	16	2.3	348	50.1	120	17.3	211	30.4	695	100.1

TABLE 14B

"Shopping for non-food products at this post in terms of _____ is ..."

Item	No Response		Response		Neutral Response		Response		Total	
	#	%	#	%	#	%	#	%	#	%
Availability	14	2.0	293	42.2	102	42.2	286	41.2	695	100.1
Variety	15	2.2	316	45.5	52	45.5	282	40.6	695	100.1
Quality	17	2.4	299	43.0	129	18.6	250	36.0	695	100.0

TABLE 15A

HEALTH

"Compared to Ottawa, the possibility of encountering health problems at this post is ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
For Adults Less --- Greater									
		Less				Greater			
14	2.0	35	5.0	228	32.8	418	60.1	695	99.9
For Children Less --- Greater									
		Less				Greater			
44	6.3	37	5.3	215	31.0	399	57.4	695	100.0

TABLE 15B

"Compared to Ottawa, medical care for a) minor problems and b) major problems is ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Minor Problems Unavailable --- Available									
		Unavailable				Available			
16	2.3	103	14.0	289	41.6	287	41.3	695	100.0
Bad --- Good									
		Bad				Good			
17	2.4	218	31.4	246	35.4	214	30.8	695	100.0
Major Problems Unavailable --- Available									
		Unavailable				Available			
17	2.4	295	42.4	186	26.8	197	28.3	695	100.0
Bad --- Good									
		Bad				Good			
24	3.5	368	52.9	159	22.9	144	20.7	695	100.0

Language: As shown in Table 16, a majority of spouses felt that it was necessary to learn the local language. By contrast, 27.6 per cent found that skill in the local language was unnecessary (see Table 16).

TABLE 16
LANGUAGE

Response Categories	Number of Responses (N)	Percentage (%)
Unnecessary	192	27.4
Neither Unnecessary or Necessary	72	10.4
Necessary	400	57.6
No Response	31	4.4
Total	695	100.0

Terrorism: Only 8.3 per cent of respondents said that they were greatly affected by politically motivated terrorism. The vast majority -- 83 per cent -- lived at posts where terrorism had little effect on their lives (see Table 17).

TABLE 17
TERRORISM

"Politically motivated terrorist activity effects my every-day movement ..."

No Response	Response	Neutral Response	Response	Total
# %	# %	# %	# %	# %
Greatly --- Little				
	Greatly		Little	
22 3.2	58 8.3	38 5.5	577 83.0	695 100.0

Overall Assessment of Posts: A majority of respondents (56.1 per cent) had favourable opinions of their post; however, 26.9 per cent indicated negative feelings overall (see Table 18).

TABLE 18
OVERALL ASSESSMENT OF POST

"After spending some time at this post my impressions are ..."

Response Categories	Number of Responses (N)	Percentage (%)
Positive	390	56.1
Neither Positive Nor Negative	105	15.1
Negative	187	26.9
No Response	13	1.9
Total	695	100.0

Importance of Post Living Conditions: A number of factors determine the nature of living conditions at a post. How important are these factors to spouses in assessing foreign service life and in considering future postings? Clearly, living conditions are very important; only 1.6 per cent of respondents indicated that they were unimportant as shown in Table 19.

TABLE 19
IMPORTANCE OF POST LIVING CONDITIONS

"In considering future postings, living conditions are ..."

Response Categories	Number of Responses (N)	Percentage (%)
Unimportant	11	1.6
Neither Unimportant Nor Important	29	4.2
Important	648	93.2
No Response	7	1.0
Total	695	100.0

D. Family and Children

A number of questions probed attitudes and opinions about how the foreign service experience affected family life and children.

Family Participation: Spouses were asked about their family's involvement in social and recreational activities and their opinions about similar activities available for children. Most respondents (69.2 per cent) said they rarely participate in social and recreational activities organized within the mission. Only 16.9 per cent said their family frequently participates in these activities. By contrast, nearly half (49.5 per cent) the spouses said their families participate in local events and activities (see Table 20A).

TABLE 20A
SOCIAL ACTIVITIES, RECREATION, ENTERTAINMENT

"Family participation in activities is ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Participation in social/recreational activities organized within the mission									
		Frequent				Infrequent			
-	-	85	16.9	70	13.9	348	69.2	503	100.0
Participation in social/recreational activities outside the mission									
		Frequent				Infrequent			
-	-	256	49.5	101	19.5	160	30.9	517	99.9

Spouses also indicated that in comparison to what is available in Ottawa, social and entertainment available for young children tend to be relatively unattractive, expensive and few in number (see Table 20B). Table 20C illustrates views on the attractiveness, expense and availability of social and entertainment activities for older children and reveals a similar pattern.

TABLE 208

"I find that in comparison to Ottawa social and entertainment activities at this post for younger children are ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Attractive --- Unattractive									
		Attractive				Unattractive			
53	10.4	124	24.2	105	20.7	226	44.5	508	100.0
Inexpensive --- Expensive									
		Inexpensive				Expensive			
39	5.6	350	25.5	170	25.5	170	19.6	695	100.0
Numerous --- Few									
		Numerous				Few			
48	9.4	106	20.9	81	15.9	273	53.7	508	99.9

TABLE 20C

"I find that in comparison to Ottawa social and entertainment activities at this post for older children are ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Attractive --- Unattractive									
		Attractive				Unattractive			
26	6.1	79	18.6	85	20.0	234	55.2	424	99.9
Inexpensive --- Expensive									
		Inexpensive				Expensive			
28	6.6	64	15.2	66	15.6	263	62.5	421	99.9
Numerous --- Few									
		Numerous				Few			
23	5.4	73	17.2	66	15.6	261	61.6	423	99.8

Effects on Family Life and Children: An overwhelming majority of spouses -- 70.4 per cent -- indicated that foreign service life has a great effect on family life. Only 3.7 per cent took the opposite view (see Table 21A). The living arrangement imposed by postings abroad seemed particularly important. A majority of spouses -- 70.1 per cent -- said that the family unit was weakened when children were educated away from the post; only 12.6 per cent said they thought separation strengthened family ties (see Table 21B). On the other hand, as shown in Table 21C, most respondents indicated that self-reliance is strengthened when children are educated away from the post. Only 8.5 per cent took the opposite view.

TABLE 21A
EFFECTS ON FAMILY LIFE AND CHILDREN

"The Foreign Service has _____ effect on family life."

Response Categories	Number of Responses (N)	Percentage (%)
Little	26	3.7
Neither Little Nor Great	49	7.1
Great	489	70.4
No Response	131	18.8
Total	695	100.0

TABLE 21B

"Family ties are _____ when children are educated outside the post."

Response Categories	Number of Responses (N)	Percentage (%)
Weakened	289	70.1
Neither Weakened Nor Strengthened	71	17.2
Strengthened	52	12.6
Total	412	99.9

TABLE 21C

"Self-reliance is _____ when children are educated outside the post."

Response Categories	Number of Responses (N)	Percentage (%)
Weakened	32	8.5
Neither Weakened Nor Strengthened	89	23.1
Strengthened	258	68.8
Total	375	100.0

Foreign service also appears to affect children's perceptions of Canadian identity. A majority (56.5 per cent) of spouses said they believed their children's sense of Canadian identity was strengthened during the posting. About one-quarter of the respondents expressed the opposite view (see Table 21D).

In terms of the effects of foreign service postings on children's grades, 63.6 per cent of the spouses indicated that their children had either held their own or gained when they returned to school in Ottawa. Again, about one-fourth of the respondents felt that their children had lost (see Table 21E).

It should also be noted that 35.8 per cent of the spouses felt that the management of the post had been a significant factor affecting family life, while 23.5 per cent expressed the opposite view (see Table 21F).

When asked whether the quality of family life improves or declines on return to Ottawa, a majority indicated that it improves; 34.5 per cent indicated that it remains the same, while 7.2 per cent believe it declines (see Table 21G).

TABLE 21D

"During this posting, my children's perceptions of Canadian identity have been ..."

Response Categories	Number of Responses (N)	Percentage (%)
Strengthened	269	56.5
Neither Strengthened Nor Weakened	94	19.7
Weakened	113	23.7
Total	476	99.9

TABLE 22E

"On returning to Ottawa, foreign service children find that they have _____ in terms of school grades."

Response Categories	Number of Responses (N)	Percentage (%)
Gained	145	37.6
Neither Gained Nor Lost	139	36.0
Lost	102	26.4
Total	386	100.0

TABLE 21F

"Management at this post has _____ effect on family life."

Response Categories	Number of Responses (N)	Percentage (%)
Little	163	23.5
Neither Little Nor Great	130	18.7
Great	249	35.8
No Response	153	22.0
Total	695	100.0

TABLE 22G

"Upon returning to Ottawa, the quality of family life ..."

Response Categories	Number of Responses (N)	Percentage (%)
Increases	291	58.3
Neither Increases Nor Decreases	172	34.5
Decreases	36	7.2
Total	499	100.0

Positive and Negative Factors for Children: Spouses were in agreement that for younger children, exposure to various languages and travel were the positive aspects of the foreign service experience. Of those responding, 83.2 per cent identified exposure to various languages as a positive factor and 74 per cent listed travel. While 26.5 per cent listed exposure to various cultures as a positive factor, many saw it as neither a positive nor a negative factor. Just over 3 per cent viewed it negatively. Most spouses regarded changing friends and companions as a negative aspect of foreign service life for young children and an even larger group believed that frequent changes in educational systems was a liability (see Table 22A).

TABLE 22A
POSITIVE AND NEGATIVE FACTORS
FOR YOUNGER CHILDREN

Response Categories	Number* Listing As Positive	Number* Listing As Negative
Exposure to Various Languages	412 (83.2%)	35 (7.1%)
Travel	366 (74.0%)	52 (10.6%)
Exposure to Various Cultures	131 (26.5%)	19 (3.8%)
Changing Friends and Companions	84 (17.1%)	299 (60.4%)
Changes in Education Systems	65 (13.1%)	312 (63.0%)

* Total number of respondents rating these items was approximately 495. Percentages are of 495, excluding ratings of individuals who rated any factor as "neither positive nor negative".

With regard to older children, the pattern of responses was somewhat different. Nearly all respondents listed travel and exposure to various cultures as positive factors in the life experience of older foreign service dependents. Very few saw either factor as negative. Most respondents (84.2 per cent) also saw exposure to various languages as a positive factor, while only 3.4 per cent viewed it negatively.

With regard to older children, nearly three-fourths of the spouses indicated that changing from one education system to another was a liability of foreign service life and 66.1 per cent said that changing friends and companions was also a negative aspect (see Table 22B).

TABLE 22B
POSITIVE AND NEGATIVE FACTORS
FOR OLDER CHILDREN

Response Categories	Number* Listing As Positive	Number* Listing As Negative
Travel	453 (91.5%)	52 (1.1%)
Exposure to Various Cultures	449 (90.7%)	19 (3.8%)
Exposure to Various Languages	417 (84.2%)	17 (3.4%)
Changing Friends and Companions	75 (15.2%)	327 (66.1%)
Changes in Education Systems	44 (8.9%)	367 (74.1%)

* Total number of respondents rating these items was approximately 495. Percentages are of 495, excluding ratings of individuals who rated any factor as "neither positive nor negative".

The Significance of Family Matters: Table 23 presents responses to a question about the significance of family-related matters to decisions about future postings. Nearly all spouses indicated that family considerations were very important in such decisions; only 1.6 per cent said they were unimportant (see Table 23).

TABLE 23
SIGNIFICANCE OF FAMILY-RELATED MATTERS

"In considering future postings family-related matters are ..."

Response Categories	Number of Responses (N)	Percentage (%)
Important	542	97.8
Neither Important Nor Unimportant	3	.5
Unimportant	9	1.6
Total	554	99.9

E. Personal Life

A major purpose of the spouse questionnaire to identify the effect of the foreign service experience on personal life. Accordingly, spouses were asked to describe the ease or difficulty of becoming involved in social and cultural activities, to note the extent to which they were able to pursue their own interests and careers while a member of the foreign service community, to identify the motivations for remaining part of the foreign service and to indicate the kinds of reactions to stress they may have experienced in moving from one country to another.

Effects on Personal Life: When asked about the general effects of being a foreign service spouse, fewer than half -- 42.0 per cent -- indicated that overall the effects were positive. Another 27.8 per cent responded in the "neutral" category. Describing the effects on the spouse as negative were 26.9 per cent of the respondents.

Respondents were also asked about the effect of their spouse's representational duties on their personal life. Almost three-quarter of the group (71.6 per cent) indicated that the effects were either positive or neutral; however, 19.1 per cent said the effects were negative (see Table 24A).






TABLE 24A
EFFECTS OF FOREIGN SERVICE ON PERSONAL LIFE

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Type of Impact									
General Effect of Being Foreign Service Spouse									
		Positive				Negative			
23	3.3	292	42.0	193	27.8	187	26.9	695	100.0
Effect of Representational Duties at this Post									
		Positive				Negative			
64	9.2	242	34.8	256	36.8	133	19.1	695	99.9

Respondents were also asked to rate their feelings about particular aspects of foreign service life on scale of 1 to 5. Respondents were asked to pick, from among five facial expressions, the one that best described their feelings about a particular facet of foreign service life.

TABLE 248

Place a check on the face that shows how you feel about each of the following items

Item	No Response	Feelings (N) (%)				
						
Living in this country	16 (2.3%)	20 (2.9%)	74 (10.6%)	148 (21.3%)	263 (37.8%)	174 (25.0%)
Yourself, as you live and work in this country	21 (3.0%)	18 (2.9%)	83 (11.9%)	162 (23.3%)	273 (39.3%)	138 (19.9%)
Getting to know the host country people	38 (5.5%)	25 (3.6%)	80 (11.5%)	146 (21.0%)	228 (32.8%)	178 (25.6%)
Your job	182 (26.2%)	70 (10.1%)	46 (6.6%)	131 (18.8%)	174 (25.0%)	92 (13.2%)
Speaking another language	116 (16.7%)	30 (4.3%)	54 (7.8%)	141 (20.3%)	175 (25.2%)	179 (25.8%)
Your health in this country	40 (5.8%)	36 (5.2%)	79 (11.4%)	125 (18.0%)	200 (28.8%)	215 (30.9%)

Total: 695

Table 24B shows that 62.8 per cent of the spouses indicated that they were either very happy or moderately happy about "living in this country". By contrast, 13.5 per cent selected one of the two unhappy faces, while 21.3 per cent picked the "neutral" expression. A majority of spouses (59.2 per cent) also had a positive outlook on "myself as I live and work in the country". Most spouses (58.4 per cent) were also positive about "getting to know the host country people"; 15.1 per cent selected one of the two unhappy faces to describe their feelings in this category. Of those who responded to the question about their jobs, the largest group (38.2 per cent) chose happy faces, while 18.8 per cent were neutral and 16.7 per cent were negative. With regard to "speaking another language", 51 per cent of the spouses chose a happy face and only 12.1 per cent an unhappy one. A majority (59.7 per cent) also responded positively to the question about health, while 16.6 per cent responded negatively (see Table 24B).

Finally, spouses were asked whether the quality of their personal life would improve or deteriorate when they returned to Ottawa. A majority (56.8 per cent) indicated that it would improve; 25.5 per cent said that it would not change much one way or the other and 13.4 per cent said it would decline (see Table 24C).

TABLE 24C

"Upon returning to Ottawa the quality of my personal life ..."

Response Categories	Number of Responses (N)	Percentage (%)
Improves	395	56.8
Neither Improves Nor Declines	177	25.5
Declines	93	13.4
No Response	30	4.3
Total	554	100.0

Cultural and Social Activities: Some spouses participated quite frequently in social and recreational activities sponsored by the mission at their post, while another fairly large group of respondents said that they participated infrequently. A clear majority indicated, however, that they participated in local activities and events (see Table 25A).

TABLE 25A
SOCIAL AND CULTURAL ACTIVITIES

"My participation in activities sponsored by a) the mission b) other organizations is ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Participation in social/recreational activities sponsored by mission									
		Frequent				Infrequent			
32	4.6	260	37.4	113	16.3	290	41.7	695	100.0
Participation in other social/recreational activities									
		Frequent				Infrequent			
11	1.6	434	62.4	130	18.7	120	17.3	695	100.0

Most spouses said they were successful in their attempts to participate actively in cultural and social activities; only 15.4 per cent indicated that were unsuccessful (see Table 25B). Most spouses felt it was "easy" to socialize with other Canadian foreign service members; only 18.8 per cent found it difficult. Socializing with foreign service personnel from other countries was considered somewhat more difficult. A majority, however, still found it relatively easy, although 27.9 per cent found it difficult (see Table 25C). A majority (51.9 per cent) found no

difficulty participating in the cultural and social events of the country of posting, while 32.2 per cent said they did encounter difficulties (see Table 25D).

TABLE 25B

"Generally, at this post my attempts to be active in cultural matters and/or social activities have met with ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Success --- Failure									
		Success				Failure			
27	3.9	377	54.2	184	26.5	107	15.4	695	100.0

TABLE 25C

"Socializing with foreign service members is ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Canadian Foreign Service Easy --- Difficult									
		Easy				Difficult			
10	1.4	458	65.9	96	13.8	131	18.8	695	99.9
Foreign Service Personnel from Other Countries Easy --- Difficult									
		Easy				Difficult			
28	4.0	372	53.2	101	14.5	194	27.9	695	99.9

TABLE 25D

"Participation in this country's cultural and social events is ..."

No Response		Response		Neutral Response		Response		Total	
#	%	#	%	#	%	#	%	#	%
Easy --- Difficult									
		Easy				Difficult			
12	1.7	361	51.9	98	14.1	224	32.2	695	99.9

Career and Employment Opportunities: When asked whether they had been able to pursue their personal interests at the post, spouses' responses were varied: 45.9 per cent indicated that they had been able to pursue these interests "to a great extent"; on the other hand, 36.8 per cent said they had been able to pursue them "very little" (see Table 26A).

Among the interests spouses might wish to pursue are employment, a career and education. A clear majority (72.8 per cent) of the spouses indicated that employment was scarce at their post. Only 12.8 per cent found it plentiful (see Table 26B). Spouses attributed this to the lack of jobs, host country restrictions on the employment of foreigners, demands of the family, past work experience and education (see Table 26C). By contrast, as shown in Table 26D, 62.2 per cent of the spouses indicated that if they were in Ottawa, their chances for employment would be good.

More than two-thirds (67.6 per cent) of spouses indicated that opportunities to pursue their career were scarce at their post. However, calculated as a percentage of those who responded to the question, the figure is an even more striking 74.9 per cent (see Table 26E). Further, as shown in Table 26F, 60.4 per cent of the spouses found that the requirements of their spouse's employment had had a negative impact on their own career prospects.

TABLE 26A
CAREER AND EMPLOYMENT OPPORTUNITIES

"To what extent are you able to pursue your personal interests at this post?"

Response Categories	Number of Responses (N)	Percentage (%)
To a Great Extent	304	45.9
Some	115	17.3
Very Little	244	36.8
Total	663	100.0

TABLE 26B

"My opportunities for employment at this post are ..."

Response Categories	Number of Responses (N)	Percentage (%)
Plentiful	89	12.8
Neither Plentiful Nor Scarce	58	8.3
Scarce	506	72.8
No Response	42	6.0
Total	695	99.9

TABLE 26C

Ranking of factors contributing to the lack of employment opportunities for spouses.

Response Categories	Number of Responses (N)	Rank
Availability of Jobs	404	1
Host Country's Restrictions on the Employment of Foreigners	401	2
Demands of the Family	195	3
Past Work Experience	135	4
Education	107	5

TABLE 26D

"If I were now in Ottawa, the possibility of obtaining employment would be ..."

Response Categories	Number of Responses (N)	Percentage (%)
Good	382	62.2
Neither Good Nor Bad	89	14.5
Bad	85	13.8
No Response	58	7.4
Total	614	99.9

TABLE 26E

"My opportunities for pursuing my career at this post are ..."

Response Categories	Number of Responses (N)	Percentage (%)
Plentiful	97	14.0
Neither Plentiful Nor Scarce	60	8.6
Scarce	470	67.6
No Response	68	9.8
Total	695	100.0

TABLE 26F

"The foreign posting requirements of my spouse's employment have affected my own career prospects ..."

Response Categories	Number of Responses (N)	Percentage (%)
Positively	60	8.6
Neither Positively Nor Negatively	155	22.3
Negatively	420	60.4
No Response	60	8.6
Total	695	99.9

TABLE 27A

DIPLOMATIC/NON-DIPLOMATIC STATUS

"The diplomatic/non-diplomatic status of my spouse in terms of my _____ is ..."

Item	No Response		Response		Neutral Response		Response		Total			
	#	%	#	%	#	%	#	%	#	%		
Personal Life Social Life Privileges	36	5.8	Important	273	23.4	145	23.4	Unimportant	167	26.9	620	100.1
	44	7.1		321	19.5	121	19.5		134	21.6	620	100.0
	33	5.9		117	54.5	117	18.9		132	21.3	620	100.0

Diplomatic/Non Diplomatic Status: Spouses were asked about the significance of their spouse's diplomatic status to their personal and social life and privileges. Most respondents thought status important to all three aspects of life (see Table 27A).

Canadian Identity: Table 27B presents responses to a question about the effects of postings on Canadian identity. A majority (53.7 per cent) indicated that their sense of identity had been strengthened; 27.8 per cent said it had remained about the same and 14.1 per cent felt it had been weakened.

TABLE 27B
CANADIAN IDENTITY

"During this posting my perception of Canadian identity has been ..."

Response Categories	Number of Responses (N)	Percentage (%)
Strengthened	373	53.7
Neither Strengthened Nor Weakened	193	27.8
Weakened	98	14.1
No Response	31	4.5
Total	695	100.1

Stress: Table 28 presents a summary of spouses' observations of the effects of stress brought about by moving from post to post. Minor psychological problems were the reaction most often mentioned; nearly half the respondents listed it among their first five. Physical health reactions were the next most often listed. Increased work output (4.9 per cent), increased spending (3.3 per cent), alcoholism (3 per cent), increased social activity (2.9 per cent), aggression toward management (2 per cent) major mental health problems (1.6 per cent) and weakening of family ties (1.4 per cent) were among the reactions singled out. Most of these were also mentioned frequently in the lists of five reactions, as were social withdrawal (11.2 per cent) and separation (11.1 per cent).

TABLE 28
FIRST AND FIVE MOST FREQUENT REACTIONS TO STRESS

First Choice		First Five Choices	
Minor Psychological Problems	22.7%	Minor Psychological Problems	46.8%
Physical Health Reactions	9.9	Physical Health Reactions	30.5
Increased Work Output	4.9	Increased Spending	22.3
Increased Spending	3.3	Alcoholism	20.3
Alcoholism	3.0	Increased Social Activity	18.9
Increased Social Activity	2.9	Increased Work Output	15.1
Aggression toward Management	2.0	Aggression toward Management	14.8
Major Psychological Problems	1.6	Social Withdrawal	11.2
Weakening of Ties	1.4	Separation	11.1

Motivation: Finally, spouses were asked about motivations for remaining part of the foreign service and factors that might lead them to consider leaving.

Reasons for Remaining: Among the reasons for remaining in the foreign service, travel (25 per cent), spouse's career opportunities (12.3 per cent), cultural exposure (10.4 per cent), spouse's salary (5.2 per cent) and monetary considerations (3.6 per cent) were those most frequently singled out. In the lists of five factors, the foreign service lifestyle and postings were additional factors (see Table 29A).

As shown in Table 29B, travel was the most important motivator for spouses in all categories. With one exception, it was ranked higher than all other factors; spouses of other officers ranked it second to "spouse's career". Cultural exposure was also ranked highly by all three groups. The other motivators common to all three groups were the foreign service lifestyle and spouse's career.

TABLE 29A
MOTIVATION

First and five most important reasons for remaining in the foreign service

First Choice		First Five Choices	
Travel	20.5%	Travel	74.7%
Career Opportunities		Cultural Exposure	62.0
(Spouse)	2.3	Career Opportunities	
Cultural Exposure	10.4	(Spouse)	35.1
Salary (Spouse)	5.2	Foreign Service	
Monetary Considerations	3.6	Lifestyle	31.5
Job Security	3.5	Postings	19.9
Foreign Service		Salary (Spouse)	18.6
Lifestyle	3.5	Monetary Considerations	18.4
Job Challenge	3.5	Job Challenge	17.8
		Job Security	17.7

TABLE 29B
REASONS FOR REMAINING

First Choice		First Five Choices	
FSO Spouses			
Travel	28.7%	Travel	80.1%
Cultural Exposure	12.5	Cultural Exposure	73.8
Career (Spouse)	11.7	Foreign Service	
Salary (Spouse)	6.2	Lifestyle	37.7
Job Challenge	5.3	Career (Spouse)	35.8
Foreign Service		Job Challenge	21.8
Lifestyle	4.7	Service to Country	21.8
Monetary	3.4	Postings	21.5
Job Security	2.8	Salary (Spouse)	20.6
Administrative Support Spouses			
Travel	29.8%	Travel	74.8%
Job Security	9.4	Cultural Exposure	48.9
Monetary	6.9	Postings	33.6
Salary (Spouse)	5.3	Job Security	32.1
Family Considerations	5.3	Monetary	29.0
Cultural Exposure	5.3	Foreign Service	
		Lifestyle	21.4
		Salary (Spouse)	19.1
		Career (Spouse)	18.3
Other Officer Spouses			
Career (Spouse)	21.4%	Travel	73.0%
Travel	18.2	Cultural Exposure	59.1
Cultural Exposure	5.0	Career (Spouse)	49.1
Role of Foreign Service	4.4	Foreign Service	
Job Challenge	4.4	Lifestyle	30.2
Service to Country	3.8	Job Challenge	19.5
Foreign Service		Service to Country	18.9
Lifestyle	3.1	Role of Foreign Service	17.0
Salary (Spouse)	3.1	Monetary	15.1
Monetary	3.1		

There were also significant differences between the groups. The spouses of FSOs and other officers considered job challenge and service to the country important, but these were not mentioned by the spouses of administrative support employees. The spouses of FSOs and administrative support personnel mentioned postings and spouse's salary as important, but these were not included by spouses of other officers. Spouses of administrative support employees also identified job security and monetary considerations as important; monetary considerations were also considered important by the spouses of other officers.

Reasons for Leaving: Their own career opportunities (11.7 per cent), family considerations (9.5 per cent), lack of control over personal life (7.7 per cent), health (6.8 per cent), children's education (6.6 per cent), monetary considerations (6.5 per cent) and spouse's career opportunities (6 per cent) were the factors most often singled out as reasons to consider leaving the foreign service. When respondents listed five reasons, personal security emerged as an additional concern (see Table 30A).

Table 30B sets out the factors mentioned by respondents from each of the three spouse sub-groups. Differences in the first factor are particularly evident. FSO spouses attach significance to their own career, while other spouses identify monetary factors as the primary consideration. Overall, however, the three groups have fairly similar concerns. The six factors listed by all groups were family considerations, control of personal life, education of children, monetary considerations, health, and career opportunities for spouse.

TABLE 30A

First and five most important reasons for leaving the Foreign Service

First Choice		First Five Choices	
Career Opportunities (Own)	11.7%	Family Considerations	39.1%
Family Considerations	9.5	Control over Personal Life	38.4
Control over Personal Life	7.7	Career Opportunities (Own)	36.5
Health	6.8	Education (Children)	31.8
Education (Children)	6.6	Personal Security	29.8
Monetary Considerations	6.5	Monetary Considerations	28.8
Career Opportunities (Spouse)	6.0	Health	28.2
Salary (Spouse)	4.5	Career Opportunities (Spouse)	24.0
Personal Security	4.3	Salary (Own)	20.3
Salary (Own)	4.2	Government Administration	17.6

TABLE 30B
REASONS FOR LEAVING

First Choice		First Five Choices	
FSO Spouses			
Career (Own)	16.3%	Personal Life	48.8%
Family	11.6	Family	46.6
Personal Life	9.7	Career (Own)	45.0
Career (Spouse)	7.2	Personal Security	35.0
Education (Children)	6.3	Education (Children)	30.0
Personal Security	6.3	Monetary	29.7
Health	5.6	Health	28.4
Salary (Spouse)	4.7	Career (Spouse)	28.1
Administrative Support Spouses			
Monetary	8.4%	Family	38.2%
Salary (Spouse)	7.6	Health	31.3
Health	7.6	Career (Spouse)	25.7
Family	6.1	Education (Children)	23.7
Education (Children)	5.3	Career (Own)	22.9
Personal Life	5.3	Monetary	22.9
Career (Own)	4.6	Administration	22.1
Administration	4.6	Personal Life	22.1
Salary (Own)	4.6		
Other Officer Spouses			
Monetary	11.3%	Family	40.9%
Career (Own)	10.7	Personal Life	37.1
Family	8.2	Career (Own)	35.8
Health	7.5	Monetary	32.7
Education (Children)	7.5	Education (Children)	30.2
Personal Life	6.9	Personal Security	30.2
Career (Spouse)	5.7	Health	27.9
Salary (Own)	5.0	Salary (Own)	24.5

IV - Conclusions

Spouses of foreign service employees seem generally satisfied with many aspects of post life. More than half the spouses indicated that their opinion of the post was generally positive. Transportation, accommodations and furnishings were generally seen as comparable to or better than what was provided to representatives of other western countries. Particularly with regard to financial and recreational matters, however, most spouses believe that the benefits and facilities offered to Canadian foreign service employees are worse than those available to representatives of other countries.

The availability, variety and quality of food at posts is generally acceptable, but some dissatisfaction was expressed in relation to non-food items.

The likelihood of encountering health problems and having them dealt with satisfactorily seem to be problems at some posts.

Most families seem to participate in social activities of one sort or another quite frequently. When families are separated, many spouses feel that family unit ties are weakened. Most feel, however, that a child's self-reliance is enhanced when he attends school away from the post. A stronger sense of Canadian identity also appears to be a consequence of life in the foreign service.

Most spouses feel that their children's academic standing is not damaged by rotational life. Exposure to different languages and cultures and opportunities for travel are in fact considered benefits, although frequent changes in friends and schools may prove detrimental.

Fewer than half the spouses who responded to the questionnaire described the effect of the foreign service experience on their private lives as positive, but 25 per cent termed it negative. More than half the spouses felt that the quality of their personal lives would improve when they returned to Ottawa.

As far as those responding to the questionnaire were concerned, the most glaring drawback of foreign service life is the absence of employment and

career opportunities. The spouses of FSOs and other officers are particularly concerned about this situation and identify it as a primary reason for considering leaving the foreign service. In sum, although foreign service spouses appear generally positive about their membership in the foreign service community, the inadequacy of career and employment opportunities, already a serious concern, could become a major impediment to remaining in the service.

REPORT 3

FOREIGN SERVICE YOUTH

I - Background

This report focuses on the children of foreign service employees, providing demographics of the group and an analysis of their responses to 30 questions about various aspects of their lives, including their views on the country in which they are currently living, their adjustment to and life in unfamiliar cultures, their attitudes toward school, their assessments of the effect of foreign service postings on family relations and their general views of the foreign service.

Replies were received from 410 dependent youths at 79 posts, including Ottawa, where 110 foreign service youths were living (see Table 1).

II - Youth Profile

What follows is a descriptive profile of the 'average' youth dependent, derived from the aggregate of all responses to the survey.

The average foreign service child is 15 years of age and in high school. He (or she) lives with his parents at their post and has previously lived in three other countries.

In preparation for this post, he feels he was not given much information ahead of time to assist him in coping with life in the foreign country. His expectations, based on the information he received, were only partially accurate.

He finds the country interesting and he likes it better now than he did when he first arrived. He has a generally positive view of his school experiences -- teachers, subjects and other facets of school life.

With regard to comfort and personal freedom, he feels quite safe when overseas and fairly free to come and go as he pleases.

He finds that readjustment to school and neighbourhood on return to Canada is not particularly difficult. He sees himself as more mature than other young Canadians his age and regards himself as equal to or ahead of other students in his grade.

He finds travel, the challenge of new places and new people and a broadened awareness of the world to be the primary advantages of life as a member of a foreign service family. The loss of friends and difficulties associated with moving and changing schools are the major disadvantages he sees.

III - Analysis

In this portion of the report, the results of the survey are presented in narrative and tabular form. The tables in this section provide the actual questions to which youths responded, along with the predetermined response categories from which their answers were chosen. In general, youths had three choices in answering a given question. They indicated, for example, whether they felt "good", "neither good nor bad" or "bad" about their schools, country of posting and so on. Open-ended questions, where they provided their own responses, are indicated where appropriate.

Demographics

A number of preliminary questions were designed to gather basic information about residence, age, gender, schools attended and previous overseas living experience.

Representativeness of Sample: It is estimated that the total number of children in Canada's foreign service is 2191. Of these, a total of 410 (18.7 per cent) completed the survey, as shown in Table 1.

TABLE 1
SURVEY RESPONSE DATA

Response Categories	Number of Responses (N)	Percentage (%)
Total Number of Youth Dependents in Population (Estimate)	2191	---
Total Number of Youth Completing Questionnaire	410	18.7

Residence: As shown in Table 2, responses came from 79 posts the largest single group (26.8 per cent) came from Ottawa. Other posts with relatively large clusters of respondents were Brussels (N=15, 3.7 per cent), Bonn (N=14, 3.4 per cent), Washington (N=14, 3.4 per cent), London (N=11, 2.7 per cent).

Age and Gender: The median age of respondents was 15; the range was 5 to 51 years of age. Whether the individual who indicated an age of 51 was in fact a dependent member of the family or simply mismarked the questionnaire is not known. Nearly 96 per cent of those responding were under 21 years of age, as shown in Table 3. A roughly equal number of males and females completed the questionnaire (see Table 4).

TABLE 2
RESIDENCE

Post	Number of Youths at Post (N)	Percentage (%)
Abidjan	4	1.0
Accra	1	0.2
Algiers	1	0.2
Ankara	2	0.5
Athens	2	0.5
Bagdad	1	0.2
Bangkok	2	0.5
Beirut	1	0.2
Berne	1	0.2
Bogota	5	1.2
Bonn	14	3.4
Bordeaux	1	0.2
Brasilia	3	0.7
Bridgetown	3	0.7
Brussels	15	3.7
Bucharest	2	0.5
Buenos Aires	4	1.0
Buffalo	2	0.5
Cairo	4	1.0
Canberra	6	1.5
Caracas	1	0.2
Chicago	4	1.0
Cleveland	1	0.2
Colombo	1	0.2
Copenhagen	2	0.5
Dacca	3	0.7
Dakar	2	0.5
Dallas	7	1.7
Detroit	3	0.7
Dusseldorf	3	0.7
Geneva	4	1.0
Georgetown	1	0.2
Guatemala City	1	0.2
The Hague	1	0.2
Havana	2	0.5
Helsinki	2	0.5
Hong Kong	2	0.5
Jakarta	4	1.0
Jeddah	1	0.2
Kinshasa	1	0.2

TABLE 2 (cont'd)

Post	Number of Youths at Post (N)	Percentage (%)
Kuala Lumpur	2	0.5
Kuwait	1	0.2
Lima	3	0.7
London	11	2.7
Los Angeles	1	0.2
Lusaka	3	0.7
Madrid	7	1.8
Manila	5	1.2
Melbourne	2	0.5
Mexico City	2	0.5
Milan	4	1.0
Moscow	10	2.4
Nairobi	5	1.2
New Delhi	4	1.0
New York	4	1.0
Oslo	3	0.7
Ottawa	110	26.8
Paris	10	2.4
Peking	3	0.7
Port-Au-Prince	3	0.7
Rabat	5	1.2
Rio De Janeiro	1	0.2
Rome	9	2.2
San Jose	3	0.7
Santiago	5	1.2
Seattle	2	0.5
Seoul	2	0.5
Singapore	3	0.7
Stockholm	1	0.2
Sydney	1	0.2
Telaviv	3	0.7
Tokyo	6	1.5
Tunis	2	0.5
Vienna	4	1.0
Washington	14	3.4
Wellington	4	1.0
USA (other)	30	7.3
Yaounde	1	0.2
No Response	1	0.2
Total	410	99.1
No. of Posts: 79		

TABLE 3

AGE

Descriptors	Number of Responses (N)	Percentage (%)
Range	5-51	---
Median Age	15	---
Number of Respondents Under 21	393	95.9
Number of Respondents Over 21	17	4.1
Total	410	100.0

TABLE 4

GENDER

Response Categories	Number of Responses (N)	Percentage (%)
Male	203	49.5
Female	205	50.0
No Response	2	0.5
Total	410	100.0

Education: Nearly half the respondents attended high school (48.9 per cent). The next largest group attended grade school (31.5 per cent). Almost 20 per cent attended a community college or university. Of those attending either grade school or high school, a majority (54.2 per cent) were enrolled in English language private schools, while the next largest group attended public school, as shown in Table 5B.

TABLE 5A
EDUCATION

What is your school grade (or university level)?

Response Categories	Number of Responses (N)	Percentage (%)
Grade School	129	31.5
High School	197	48.0
Community College	7	1.7
University (Undergraduate)	65	15.9
University (Post Graduate)	4	1.0
No Response	8	1.9
Total	410	100.0

TABLE 5B

Type of Grade/High School Attended

Response Categories	Number of Responses (N)	Percentage (%)
Public School	112	34.9
English Private School	174	54.2
French Private School	35	10.9
Total	321	100.0

Previous Foreign Living Experience: Respondents were asked how many different countries they had lived in during their life time. The average (median) number for all respondents was 3 and the maximum was 6.

Preparation

One area of concern was to assess the preparation received prior to going abroad. As shown in Table 6, nearly half (49.7 per cent) chose the response "some". The second largest group indicated they had "very little" preparation. Only 18.3 per cent reported being well-prepared.

TABLE 6
PREPARATION

How much had you read or been told about the country before moving to this last post?

Response Categories	Number of Responses (N)	Percentage (%)
A lot	75	18.3
Some	204	49.7
Very Little	126	30.7
No Response	5	1.2
Total	410	99.9

Expectations and Reality

Several questions were directed toward identifying initial expectations determining the extent to which youths found what they had expected in their country of posting. As Table 7A indicates, 43.4 per cent noted that they felt "good" about moving before departure, while 24.1 per cent felt "bad".

When asked to what extent their expectations were accurate, 77.1 per cent reported that "some things" were true. It is interesting to note that 51.7 per cent indicated they felt "better" about the post after they had been there a while; only 13.9 per cent said they found the post to be "worse" after being there a while.

TABLE 7A
EXPECTATIONS AND REALITY

Before you moved, how did you feel about moving to this last post?

Response Categories	Number of Responses (N)	Percentage (%)
Good	178	43.4
Neither Good Nor Bad	129	31.5
Bad	99	24.1
No Response	4	1.0
Total	410	100.0

TABLE 7B

How much of what you expected turned out to be true?

Response Categories	Number of Responses (N)	Percentage (%)
Everything	50	12.2
Some Things	316	77.1
Nothing	36	8.8
No Response	8	1.9
Total	410	100.0

TABLE 7C

After you had been there for a while, how did you feel about the post?

Response Categories	Number of Responses (N)	Percentage (%)
Better	212	51.7
No Different	137	33.4
Worse	57	13.9
No Response	4	1.0
Total	410	100.0

Making Friends: As shown in Tables 8A and 8B, few youths found it difficult to make new friends either in Ottawa or overseas. More respondents found it easy to make friends overseas than found it easy in Ottawa. Nearly half, however, found it difficult to stay in contact in contact with friends left behind; only 19.3 per cent reported it was "easy" (see Table 8C).

TABLE 8A

How do you find making new friends when you move to Ottawa?

Response Categories	Number of Responses (N)	Percentage (%)
Easy	149	36.3
Neither Easy Nor Hard	147	35.9
Hard	79	19.3
No Response	35	8.5
Total	410	100.0

TABLE 8B

How do you find making new friends when you move to an overseas post?

Response Categories	Number of Responses (N)	Percentage (%)
Easy	208	50.7
Neither Easy Nor Hard	121	29.5
Hard	77	18.8
No Response	4	1.0
Total	410	100.0

TABLE 8C

When you move from place to place, how do you find keeping contact with friends left behind?

Response Categories	Number of Responses (N)	Percentage (%)
Easy	79	19.3
Neither Easy Nor Hard	120	29.3
Hard	202	49.3
No Response	9	2.2
Total	410	100.0

Attitudes Toward Post

A number of survey questions were directed toward attitudes and opinions about country of posting, school experience, personal safety and freedom of movement.

The Country: Respondents were asked a single question about their country of posting: "How do you find this country?" The majority (60 per cent) found the country was "interesting", while only 12.1 per cent indicated that it was "dull".

Schools: The majority of respondents also had positive attitudes toward schools. Tables 10A through 10D show responses to questions about teachers, subjects offered, equipment available, and recreation and sports facilities available.

TABLE 9
ATTITUDES TOWARD PRESENT COUNTRY OF POSTING

How do you find this country?

Response Categories	Number of Responses (N)	Percentage (%)
Interesting	247	60.2
Neither Interesting Nor Dull	107	26.1
Dull	50	12.1
No Response	6	1.5
Total	410	99.9

TABLE 10A
ATTITUDES TOWARD SCHOOLS

"When thinking of school (university), how do you feel about your teachers?"

Response Categories	Number of Responses (N)	Percentage (%)
Good	231	56.3
Neither Good Nor Bad	147	35.9
Bad	21	5.1
No Response	11	2.7
Total	410	100.0

TABLE 10B

"When thinking of school (university), how do you feel about the subjects you are taking?"

Response Categories	Number of Responses (N)	Percentage (%)
Good	247	60.2
Neither Good Nor Bad	140	34.1
Bad	13	3.2
No Response	10	2.4
Total	410	99.9

TABLE 10C

"When thinking of school (university), how do you feel about the equipment at the school?"

Response Categories	Number of Responses (N)	Percentage (%)
Good	204	49.8
Neither Good Nor Bad	124	30.2
Bad	68	16.6
No Response	14	3.4
Total	410	100.0

TABLE 10D

"When thinking of school (university), how do you feel about the sports and recreation?"

Response Categories	Number of Responses (N)	Percentage (%)
Good	227	55.3
Neither Good Nor Bad	105	25.6
Bad	62	15.1
No Response	16	3.9
Total	410	99.9

Safety and Mobility: When asked about feelings of safety overseas, fewer than half (45.1 per cent) indicated that they felt "safe" and 8.5 per cent reported feeling "unsafe", as shown in Table 11A.

Table 11B shows substantial differences of opinion about freedom of movement. Slightly more than one-third (36.1 per cent) felt free to go where they wanted, while 25.9 per cent felt restricted and 26.8 per cent felt "neither free nor restricted".

Family Relations

A number of questions were designed to evaluate perceptions of the effect of foreign service life on family relations. Most youths (77.3 per cent) indicated they got on with their parents about the same as when living in Canada, as shown in Table 12A. Similarly, 60 per cent found they got on with their brothers and sisters about the same when living overseas as they do in Canada (see Table 12B).

TABLE 11A
ATTITUDES ABOUT SAFETY AND MOBILITY

"When you are overseas, how do you feel about your safety?"

Response Categories	Number of Responses (N)	Percentage (%)
Safe	185	45.1
Neither Safe Nor Unsafe	149	36.3
Unsafe	35	8.5
No Response	41	10.0
Total	410	99.9

TABLE 11B

"When you are overseas, how do you feel about going where you want to?"

Response Categories	Number of Responses (N)	Percentage (%)
Free	148	36.1
Neither Free Nor Restricted	110	26.8
Restricted	106	25.9
No Response	46	11.2
Total	410	100.0

TABLE 12A
FAMILY RELATIONS

"Compared with living in Canada, when you are overseas
how well do you get on with your parents?"

Response Categories	Number of Responses (N)	Percentage (%)
Better	55	13.4
About the Same	317	77.3
Worse	27	6.6
No Response	11	2.7
Total	410	100.0

TABLE 12B

"Compared to living in Canada, when you are overseas
how well do get on with your brothers and sisters?"

Response Categories	Number of Responses (N)	Percentage (%)
Better	49	16.0
About the Same	186	60.6
Worse	72	23.5
Total	307	100.1

For youths living apart from their parents, the picture is somewhat different. Of the 74 youths responding in this category, a surprising number (39.2 per cent) reported feeling closer to their parents than when they lived together in Canada. Only a small percentage -- 16.2 per cent -- felt more distant when living separately from their parents.

Respondents indicated similar feelings about living apart from brothers or sisters. Nearly 50 per cent felt unaffected, while 35.6 per cent reported feeling closer to their brothers and sisters; only 15.1 per cent felt more distant. When asked how living apart affected feelings of closeness or distance with the separated sibling, the same pattern was repeated. Nearly half (45.5 per cent) felt closer, while only 20 per cent said they felt more distant (see Tables 12C, 12D and 12E).

TABLE 12C

Youths Living Apart From Parents: "Compared to when you are living with your family, how close do you feel to your parents?"

Response Categories	Number of Responses (N)	Percentage (%)
Closer	29	39.2
About the Same	33	44.6
More Distant	12	16.2
Total	74	100.0

TABLE 12D

Youths Living Apart From Family: "Compared to when you are living with your family how close do you feel to your brothers and/or sisters?"

Response Categories	Number of Responses (N)	Percentage (%)
Closer	26	35.6
About the Same	36	49.3
More Distant	11	15.1
Total	73	100.0

TABLE 12E

"How close do you feel to your brother(s)/sister(s) who are away from home?"

Response Categories	Number of Responses (N)	Percentage (%)
Close	65	45.5
Neither Close Nor Distant	49	34.2
Distant	29	20.3
Total	143	100.0

Readjustment to Canada

Several questions were designed to evaluate perceptions of ease or difficulty in readjusting to Canada after an overseas posting. As Table 13A indicates, there are differences of opinion about the difficulty of getting used to Canadian schools after an overseas posting.

When asked to compare their maturity with that of other Canadians their age, 49 per cent thought they were as mature as other youths, while 45.4 per cent described themselves as more mature. Only 3.2 per cent characterized themselves as less mature.

When asked how they found getting used to their neighbourhood after returning from an overseas posting, 17 per cent said they had difficulty. Among other youths responding, 37.8 per cent found readjustment "easy", while 37.5 per cent reported it was "neither hard nor easy".

TABLE 13A
READJUSTMENT TO CANADA

"When you return to Canada, how do you find getting used to your schools?"

Response Categories	Number of Responses (N)	Percentage (%)
Easy	116	28.3
Neither Hard Nor Easy	136	33.3
Hard	112	27.3
No Response	46	11.2
Total	410	100.1

TABLE 13B

"How do you see yourself compared with other young Canadians your age?"

Response Categories	Number of Responses (N)	Percentage (%)
More Mature	186	45.4
About the Same	201	49.0
Less Mature	13	3.2
No Response	10	2.4
Total	410	100.0

TABLE 13C

"When you return to Canada, how do you find getting used to your neighbourhood?"

Response Categories	Number of Responses (N)	Percentage (%)
Easy	155	37.8
Neither Hard Nor Easy	154	37.5
Hard	70	17.0
No Response	31	7.6
Total	410	99.9

Comparisons With Other Students

In comparison with other students overseas, 79.2 per cent reported they were either equal to (60.2 per cent) or ahead of (19 per cent) other students at their grade level. When in Canada, students saw themselves as relatively better off than their peers. A total of 83.4 per cent of the youths reported being equal to (47.1 per cent) or ahead of (36.3 per cent) their peers in Canada (see Tables 14A and 14B).

Opinion of Foreign Service

A majority of respondents said they had a positive view of the foreign service. As shown in Table 15A, 51.5 per cent have a "good" opinion of the foreign service, while only 6.3 per cent regarded it negatively. When asked whether they would join the foreign service, 25.6 per cent said "yes", 38.3 per cent said "I don't know" and 26.3 per cent responded "no" (see Table 15B).

TABLE 14A
COMPARISONS WITH OTHER STUDENTS

"When you are overseas, do you find you are ..."

Response Categories	Number of Responses (N)	Percentage (%)
Ahead in Grades	78	19.0
Neither Ahead Nor Behind	247	60.2
Behind in Grades	59	14.4
No Response	26	6.3
Total	410	99.9

TABLE 14B

"When you are in Canada, do you find you are ..."

Response Categories	Number of Responses (N)	Percentage (%)
Ahead in Grades	149	36.3
Neither Ahead Nor Behind	193	47.1
Behind in Grades	38	9.3
No Response	30	7.3
Total	410	100.0

TABLE 15A

OPINION OF FOREIGN SERVICE

"What do you think of the foreign service?"

Response Categories	Number of Responses (N)	Percentage (%)
Good	211	51.5
Neither Good Nor Bad	129	31.5
Bad	26	6.3
No Response	44	10.7
Total	410	100.0

TABLE 15B

"Would you join the foreign service?"

Response Categories	Number of Responses (N)	Percentage (%)
Yes	105	25.6
I Don't Know	157	38.3
No	108	26.3
No Response	40	9.8
Total	410	100.0

**Major Advantages and Disadvantages of Life
as Member of a Foreign Service Family**

Respondents were asked to list the two things they liked most and the two things they liked least about the foreign service. Factors listed most frequently in the "most liked" category were: travel (35.1 per cent), new places (28.5 per cent), new people (27.7 per cent), awareness of the world (13.9 per cent and new cultures (12.9 per cent).

There was less consensus about "least liked" aspects of foreign service life. Leading that list were loss of friends (25.4 per cent), moving (14.6 per cent), changing schools (14.3 per cent), Ottawa controls (5.4 per cent) and lost contact with Canada (5.9 per cent). Table 16 provides a complete list.

TABLE 16

MAJOR ADVANTAGES AND DISADVANTAGES OF LIFE
AS MEMBER OF A FOREIGN SERVICE FAMILY

"What two things do you like (a) most and (b) least
about the foreign service?"

Items Listed	No. Listing First	No. Listing Second	Total Listing Item	Percentage Listing Item
a) Most Liked				
Travel	115	29	144	35.1
New Places	87	30	117	28.5
New People	32	53	85	20.7
Awareness of World	25	32	57	13.9
New Cultures	20	33	53	12.9
Schools	14	11	25	6.1
Friends	8	31	39	9.5
Languages	9	14	23	5.7
Foreign Service Status	9	15	23	5.7
Recreation	8	5	13	3.2
b) Least Liked				
Loss of Friends	70	34	104	25.4
Moving	46	14	60	14.6
Changing Schools	24	25	59	14.3
Ottawa Controls	12	10	22	5.4
Lost Contact with Canada	12	12	24	5.9
Family Separation	12	8	20	4.9
Lack of Recrea- tion Facilities	9	10	19	4.6
Lack of Services	9	13	22	5.4
Housing	9	11	20	4.9
Impact of Foreign Service Rank	8	5	13	3.2
Separation from Parents	8	4	12	2.9
Post Chosen	8	6	14	3.4
Cost of Living	7	10	17	4.1
Racism/Prejudice	6	7	13	3.1
Language Barrier	6	5	11	2.7

Post Preferences

Youths were also asked where they would most like to live for the next few years. Leading the list of responses were: present posting (33.3 per cent), Ottawa (19.0 per cent), Canberra (4.9 per cent), Paris (4.3 per cent), U.S.A. (4.3 per cent) and London (4.0 per cent). A complete list is provided in Table 17.

TABLE 17
POST REFERENCES

"If you had a choice, where would you prefer to live with your family for the next few years?"

Preferred Post	Number of Responses (N)	Percentage (%)
Present Posting	137	33.3
Ottawa	79	19.0
Canberra	20	4.9
Paris	18	4.3
U.S.A.	18	4.3
London	16	4.0
Athens	6	1.4
Berne	6	1.4
Geneva	6	1.4
Nairobi	6	1.4
Tokyo	6	1.4
New Delhi	5	1.2
Bonn	4	1.0
Cairo	4	1.0
Vienna	4	1.0
Bangkok	3	.7
Bridgetown	3	.7
Mexico City	3	.7
Peking	3	.7
Washington	3	.7
Other	23	5.6
Unknown	40	9.8
Total	410	99.9

IV - Summary

1. **Ages:** Foreign service dependent youths answering the survey averaged 15 years of age.
2. **Residential Status:** Most (87.4 per cent) lived with their parents at a post.
3. **Educational Level:** All grade levels from grade school through post-graduate were represented. The largest group (48 per cent) was in high school and a majority attended English language private schools.
4. **Previous Foreign Living Experience:** Foreign service youths have lived in an average of 3 other countries; some have lived in as many as 6.
5. **Adequacy of Preparation:** Most of the respondents (80.4 per cent) felt they were not well prepared for life in the country in which they now live.
6. **Adjustment to New Cultures:** Some youths (18.8 per cent) found it difficult to make new friends when they moved to a foreign country. A similar number (19.3 per cent) found it difficult to make new friends when moving to Ottawa. Many found it difficult to stay in touch with friends left behind.
7. **Attitude Toward Current Country of Residence:** A majority liked their present post better after living there for some time than they had initially. A majority found the country to be interesting.
8. **Attitudes Toward Schools:** A majority had favourable opinions of school. They generally approved of their teachers, subjects, the school's equipment, and the sports and recreational opportunities available.
9. **Comparison with Other Students:** Most respondents perceived themselves to be equal to or ahead of other students in their grade in Canada and in the overseas schools they attend. Many see themselves as more mature than other Canadians their age.
10. **Safety and Mobility:** Few youths felt unsafe when living overseas, while roughly one-fourth felt unable to come and go as they pleased.

11. **Family Relations:**

A. **Families Living Together:** The vast majority of youths living with their parents overseas felt that they get along about the same with them overseas as in Canada. Those who have brothers or sisters also find relations with them generally unaffected by living overseas.

B. **Families Living Apart:** Among the 74 youths living apart from their families, most felt as close or closer to their parents -- and as close or closer to their brothers and sisters -- than when they all lived together in Canada.

12. **Readjustment to Canada:** Over one-fourth of the youths found it difficult to readjust to school on return to Canada, although re-establishing friendships was less difficult.

13. **Attitudes Toward Foreign Service:** A majority of respondents expressed a positive view of the foreign service. Only a small group had negative feelings. One-fourth said they would join the foreign service themselves, while a similar proportion said they would not.

14. **Major Advantages and Disadvantages of Foreign Service Life:** The following factors were listed most often as the "most likeable" aspects of life as a member of a foreign service family: travel, new places, new people, greater awareness of the world, and new cultures.

Among the least-liked aspects were the loss of friends, the upheavals associated with moving, and changing schools.

V - Conclusions

In general, the dependent youths looked quite positively on their experiences as members of the foreign service community, identifying travel, new people, places and cultures as primary advantages. Although most found their pre-posting preparation inadequate, few found it very difficult to adjust to life overseas; in fact, many found their posts considerably more agreeable than they had expected to find it.

In general, most of those responding to the youth questionnaire seemed to believe that family relations are little affected by living abroad, whether the family is living together or separately. In many cases where youths were separated from parents or siblings, they indicated that they actually felt closer to the family as a result of the separation.

Readjustment to Canada, especially to school life, was considered difficult by about one-third of the respondents, though many youths see themselves to be more mature and comparatively more advanced in school than their Canadian peers. This would seem to suggest that the difficulty of readjusting to school noted by some has more to do with social and extra-curricular activities than with academics.

QUESTIONNAIRE TEAR SHEET ANALYSES

OFFICERS

SUPPORT STAFF

SPOUSES

QUESTIONNAIRE TEARSHEET ANALYSES

FOREIGN SERVICE OFFICERS

This study examines the perceptions of foreign service officers in the Department of External Affairs (EA), Industry, Trade and Commerce (ITC) and the Commission of Employment and Immigration Canada (CEIC) on the advantages and disadvantages of, and possible improvements to, a foreign service career.

49% of the foreign service officers responded to the Tear Sheet of the Employee Questionnaire. The 594 respondents are a fairly representative sample of the FSO classification. The following table compares the entire FSO population as of May 1981 with the respondents to the Tear Sheet on the basis of the group differences explored in this study.

TABLE I	SURVEY SAMPLE	VERSUS FSO CLASSIFICATION	
		All FSO's (1218)	Respondents (594)
	Male	92%	92.5%
	Female	8%	7.5%
	Married	74.5%	79.5%
	Single	25.5%	20.5%
	0-3 Yrs Experience	8%	6%
	4-10 Yrs Experience	37.5%	43%
	11-20 Yrs Experience	33%	34%
	20 and up Yrs Experience	21%	16.5%

The Tear Sheet of the Employee Questionnaire asks three questions:

- i) What three things have you enjoyed most in your foreign service career?
- ii) What three things have been most dissatisfying in your foreign service career?
- iii) List three recommendations to the Royal Commission that you consider would improve the conditions in the foreign service.

The study consists of three sections, one dealing with the sources of satisfaction in the foreign service, one discussing disadvantages or dissatisfaction, and a third one looking at proposed recommendations. For those who are pressed for time or who have more interesting matters to contemplate, an executive summary is presented before the text of the report.

EXECUTIVE SUMMARY

SATISFACTION IN THE FOREIGN SERVICE

1. Respondents identify three types of benefits or rewards in a foreign service career: socio-cultural, work and financial. FS officers give slight preference to socio-cultural benefits over work benefits (50% of their remarks deal with socio-cultural factors and 48% touch on work factors) and rarely talk about financial rewards (1% of all responses).
2. Female FSO's place much more emphasis on the socio-cultural benefits than do their **male** counterparts (60% of their responses compared to 49% for males).
3. On the basis of length of service, the less experienced a FSO is, the more he/she mentions socio-cultural benefits; and the more experienced a FSO is, the more he/she mentions work benefits. 56% of the responses of a FSO with less than 4 years of service deal with socio-cultural factors and 43% touch on work factors; the percentages for a FSO with 4-10 years of service are 52% and 47% respectively, for a FSO with 11-20 years of service. 48% and 50%, and for a FSO with over 20 years of service, 48% and 52%.
4. The sources of satisfaction for FSO's are as follows:

1. Travel (47% of all FSO's mention it)	7. Living/Working Abroad (24.5%)
2. Varied/Interesting Work (46.5%)	8. Professionalism of Foreign Service (20%)
3. Culture (44%)	9. Personal/Professional Enrichment (16%)
4. Sense of Service/Accomplishment (38%)	10. Family Life (4.5%) (16%)
5. Meeting New People (32.5%)	11. Financial Rewards (4%)
6. Job Challenge/Responsibility (30%)	

DISSATISFACTION IN THE FOREIGN SERVICE

5. Respondents make comments on the sources of their dissatisfaction that fall under five headings: Environment, Financial Compensation, Personnel Administration, Management/Administration and Role and Function of the Foreign Service. 64% of FSO's mention problems with Management/Administration, 55% talk about Personnel Administration, 50% complain about the conditions of the Environment, 34% bring up issues of Financial Compensation and 11% worry about the Role and Function of the Foreign Service.
6. The attitudes of female FSO's echo those of male FSO's with regard to Financial Compensation and Management/Administration but differ significantly for the other three headings. Personnel Administration is their primary source of discontent, as 65% of female FSO's raise issues in this area. A smaller percentage of female FSO's than male FSO's complain about the Environment (44% of them note problems compared to 51% for male FSO's and the Role and Function of Foreign Service (2% versus 11%).
7. On the basis of length of service, there are differences in the perceptions of foreign service officers. Management/Administration is the number one area of discontent for all FS age groups, but FS officers with 11-20 years

of service give the most priority to this area (70% of them mention issues of Management/Administration versus about 60% for the other FS groups). The preoccupation with the Role and Function of the Foreign Service increases as officers spend more years in the service. While only 2% of FS officers with less than 4 years of service discuss the issue, 9% of the group with 4-10 years of service mention it, and 16% of the group with more than 20 years express concern. On the other hand, Financial Compensation becomes less and less of a priority as the officer proceeds in his career (41% of the FSO's with less than 4 years of service mention it versus 38% of the officers with 4-10 years experience and 28% of the officers with over 20 years experience). Problems with Personnel Administration are mentioned by 62% of FS officers with 4-10 years experience and by 50% of the other FS groups. The degree of concern with issues of the Environment remains constant for all age groups at around 50% of the respondents.

8. The fifteen most frequently mentioned sources of dissatisfaction are:
 1. Attitudes of HQ Management/Administration (30% of the respondents mention it), 2. Cultural Adaptation/Rotation (27.5%), 3. Total Remuneration (24%), 4. Lack of Promotions (23%), 5. Management of Foreign Service (13%), 6. Uncertain Foreign Service Roles (12%), 7. Allowances (11%), 8. Administration of Foreign Service (11%), 9. Family (9%), 10. HQ/Post Decision-Making (9.5%), 11. Spouse (9%), 12. Attitudes/Abilities of Colleagues (8.5%), 13. Career Planning (7.5%), 14. Appraisals (7.5%), 15. Human Resources (7%).
9. Under the Environment heading, the problem of "cultural adaptation and rotation" is the primary source of discontent, especially for single FSO's and female FSO's. Problems with "family life" and "spouse" touch 10% of FSO's. Other complaints under the Environment heading are not mentioned frequently.
10. Under the Financial Compensation heading, most complaints are of a general nature. About one in every 4 FSO's is dissatisfied with the financial package and 11% complain about the inadequacy of specific allowances. Discontent with financial matters is most acute for new FSO's but diminishes with years of service.
11. Under the Personnel Administration heading, the primary source of dissatisfaction is the lack of opportunities for promotions. Single female FSO's, single male FSO's and FSO's with 4-10 years experience seem more sensitive than other groups to issues of career development and promotion opportunities.
12. Under the Management/Administration heading, it is clear that the attitudes of the financial, personnel and material support divisions of HQ administration and the treatment of FSO's by HQ management is the number one source of discontent. Criticism of management grows with experience and peaks with the officers of 11-20 years experience. Criticisms of leadership in the foreign service, and the burden and quality of administration add to the indictment of HQ management and administration, making this topic a primary source of discontent.

13. Under the Role and Function of Foreign Service heading, the discontent increases with years of Service.

RECOMMENDATIONS

14. Respondents offer recommendations under five headings: Environment, Financial Compensation, Personnel Administration, Management/Administration, and Role and Function of the Foreign Service. 66% of the FS officers make recommendations for Management/Administration, 64% call for more Financial Compensation, 55% recommend changes in Personnel Administration, 31% offer suggestions to improve the conditions of the Environment and 8% propose a new Role and Function for the Foreign Service. Compared with the respondents' sources of discontent, these figures seem to indicate that FSO's have a tendency to make financial recommendations to remedy problems under the other headings.
15. Female FSO's have different priorities. The largest number of their recommendations urge changes in Personnel Administration (66% make suggestions), a figure which parallels their concerns in Question 2. A smaller percentage of the women, compared to their male counterparts, offer suggestions for Financial Compensation and Environment (53% of female FSO's make recommendations on Financial Compensation versus 64% of the males; for the Environment 29% of the females suggest change versus 31% of the men).
16. On the basis of length of service, recommendations on Financial Compensation are the primary concern for FSO officers with less than 4 years experience and for those with 4-10 years experience. Officers with 11-20 years of service and those with over 20 years experience make recommendations on Management/Administration their priority. Recommendations on Personnel Administration come up in about 50% of the FSO Tear Sheets, but 64% of FS officers with 4-10 years of service offer suggestions in this area. As for the Environment, the percentage of FS officers making recommendations in the area decreases with years of experience (44% of FSO's with less than 4 years of service offer suggestions, but only 28% of FSO's with 11-20 years experience and 29% of FSO's with over 20 years of service propose changes).
17. The fifteen most frequently mentioned recommendations are:
1. Overall Allowances (24.5%), 2. Sympathetic, Responsive Management (20.5%), 3. Travel Allowances (18%), 4. Salary (14%), 5. Hardship Allowances (13%), 6. Career Planning (11%), 7. Foreign Service Act (9%), 8. Promotions (8%), 9. Flexibility in Post Assignments (8%), 10. More Responsibility for Post (8%), 11. Role of Foreign Service (8%), 12. Better Management Skills (7.5%), 13. Compensation for Spouse (7.5%), 14. Training (Career Development (7.5%), 15. Simplification of Administration (7%).
18. Under the Environment heading, the most important recommendations touch on the role of spouse. If all the recommendations were combined into one category, about 15% of all FSO's would have made mention of the need for improvements in the present role of the spouse. The favourite recommendation on the spouse's role calls for financial compensation for the spouse. Besides recommendations for improving the spouse's lot, the need to improve housing receives considerable attention (7% of FSO's mention it). No more than 3%

of the FS officers make mention of any other recommendations under the Environment heading.

19. Under the Financial Compensation heading are four of the five most frequently mentioned recommendations. It would appear that FSO's feel that increased financial compensation will help cure many of the problems now ailing the foreign service. Increased financial incentives to serve overseas in the form of improved allowances, more travel allowance, higher salary, and more incentives to serve in hardship posts are the four recommendations offered by FSO's.
20. Under the Personnel Administration heading, the need for better career planning and more opportunities for promotions are underlined in the recommendations. Single FSO's, female FSO's and FSO's with 4-10 years experience put more emphasis on these areas than do their colleagues.
21. Under the Management/Administration heading, recommendations focus largely on the need to improve the attitudes of HQ management and administration. Other recommendations calling for better management skills, the simplification of administration, and a more professional administration seem to indicate a widespread belief that management/administration in the foreign service is incompetent, ineffectual and insensitive. Along with the desire for more financial compensation, the reform of HQ management and administration rates as a primary goal for the FS respondents.
22. Under the Role and Function of Foreign Service, 8% of the FS officers offer general remarks on the future direction of the foreign service.

PART I: SATISFACTION IN THE FOREIGN SERVICE

There are thirteen sources of satisfaction in the foreign service. The following table lists these categories under three headings:

TABLE I. SATISFACTION

I. SOCIO-CULTURAL BENEFITS	1. Meeting New People, 2. Travel 3. Culture, 4. Living/Working Abroad, 5. Family Life, 6. Other
II. FINANCIAL REWARDS	1. Financial Compensation
III. JOB SATISFACTION	1. Varied/Interesting Job, 2. Sense of Service/Accomplishment, 3. Sense of Responsibility, 4. Professionalism of Foreign Service, 5. Personal/Professional Enrichment, 6. Other

On the basis of length of service, the less experienced a FSO is, the more he/she mentions socio-cultural benefits; and the more experienced an FSO is, the more he/she lists work benefits. 56% of the responses of an FSO with less than 4 years of service deal with socio-cultural factors and 43% touch on work factors; the percentages for a FSO with 4-10 years of service are 52% and 47% respectively, for a FSO with 11-20 years of service, 48% and 50%, and for a FSO with over 20 years experience, 48% and 52%.

B. SOURCES OF SATISFACTION

Aside from the two miscellaneous categories. FSO's list eleven sources of enjoyment in their foreign service career. The following table lists in order of preference their choices. The number represents the percentages of employees who mention a category in the Tear Sheets.

TABLE 3 COMMENTS BY CATEGORIES SATISFACTION

	Total	Male	Female	Single	Married	<4	4-10	11-20	20>
Travel	47	46.5	51	52.5	50	56	52	48	47.
Varied/Interesting Work	46.5	48	26.5	26.5	41	36	50.5	45	42
Culture	44	43	55.5	45	44	47	44.5	45	39
Sense of Service/Accomplishment	38	39	24.5	33.5	38.5	36	30	45	45
Meeting New People	32.5	31.5	42	33	32.5	44.5	31	33	29
Job Challenge/Responsibility	30	30	26.5	26.5	28	30.5	28.5	30	33
Living/Work Abroad	24.5	24.5	29	29.5	29.5	25	25	21.5	28.5
Professionalism of FS	20	20	15.5	20.5	20	8.5	20	21	22
Personal/Professional									
Enrichment	16	16	18	15.5	16	19.5	15	15	19
Family Life	4.5	5	-	2.5	5	-	3	7	5
Financial Rewards	4	4	-	3.5	4	-	3	5.5	4




1. Travel; Meeting New People; Culture; Living/Working Abroad;

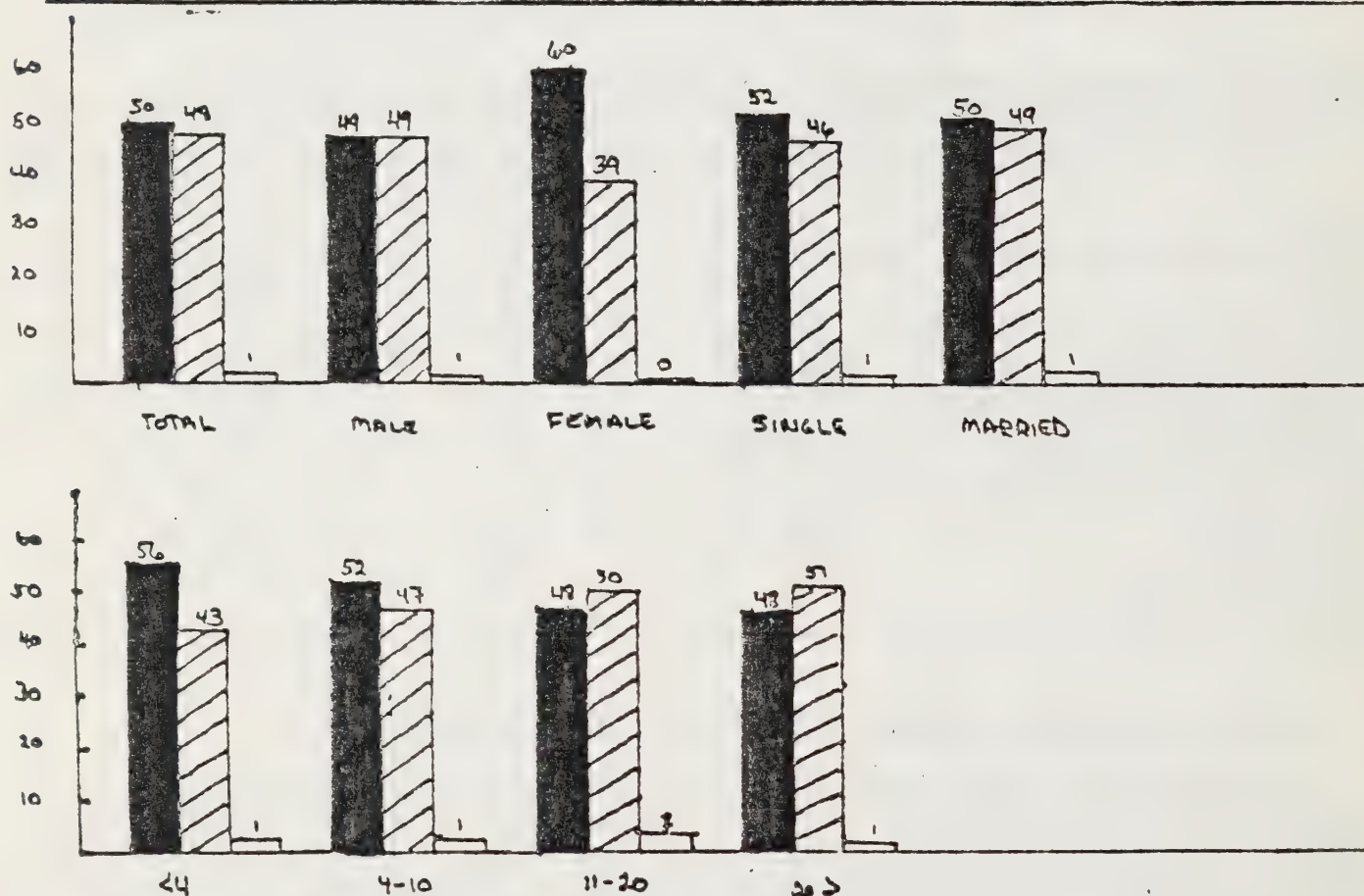
All these terms refer essentially to the pleasures of an international rotational lifestyle where the FS officer travels and visits new countries, meets new, interesting and important people, comes into contact with foreign cultures and has the opportunity to live and work abroad. Although each category describes a different aspect of rotational life, the terms are somewhat interchangeable as a person who writes "travel" on the Tear Sheet might mean that he/she enjoys "experiencing new cultures" or "living abroad".

The figures indicate, however, that the socio-cultural benefits of rotation are the chief sources of satisfaction in a foreign service career. Many FS officers talk about the "opportunity to travel", placing it on top of the list and an almost similar percentage (44%) enjoy "experiencing new cultures". If these two categories were combined along with "living/working abroad", the table probably would show over 60% of FS officers mentioning these joys of rotation.

A. GENERAL OVERVIEW

The respondents name three type of benefits in their foreign service careers. The following chart breaks down the responses on the basis of sex, marital status and length of service. The numbers represent the percentage of responses for each type of benefit mentioned by the FSO's.

FIGURE 1. COMMENTS BY HEADINGS SATISFACTION (LEGEND:  Socio-Cultural Benefits;  Work Satisfaction;  Financial Rewards)



FS Officers and most FS groups give slight preference to socio-cultural benefits over work benefits (50% of their remarks deal with socio-cultural factors and 48.5% touch on work factors) and rarely talk about financial rewards (1% of all responses). Female FSO's place much more emphasis on the socio-cultural benefits than do their male counterparts (60% of their responses compared to 49%). This percentage does not mean that woman is inherently frivolous but no doubt reflects the fact that female FSO's tend to be young and occupy the lower ranks. Marriage tends to derail any further career progression and, as such, the majority of the most responsible in the department remain the domain of male officers.

Both male and female FSO's attach a great deal of importance to "travel" and "new cultures", but female FSO's give more priority to all four rotational benefits than do their male counterparts. The difference of opinion is particularly marked for "experiencing new cultures (55.5% of the female officers mention it versus 43% for the males) and "meeting new people" (42% for the females compared to 31.5% for the males).

As for length of service, the newer FSO's place more emphasis on the benefits of rotational life. All four categories touching on the rotational rewards receive the most attention from FSO's with less than 4 years of service; the percentage of respondents drops for each succeeding generation.

2. Varied/Interesting Work

Another significant source of enjoyment for FS officers comes from the variety and content of the job. The officer has the chance to change assignments on a regular basis, the assurance that no job will be a rut and the opportunity to do interesting work. 46.5% of the officers list these factors. A variety of work appears to be especially appealing to the male FSO's; a much smaller percentage of female FSO's, 26.5%, attach importance to this factor.

3. Sense of Service/Accomplishment; Sense of Responsibility

Pride in serving and representing Canada, pride in accomplishments and pride in working on important world issues are expressions of "a sense of service and accomplishment", a sentiment which 39% of FS officers note in the Tear Sheets. Another statement of job satisfaction is "a sense of responsibility" which describes the pleasure of having important duties and the responsibility for making decisions. 30% of the FS officers mention it. Both statements express the officers' feelings of achievement, pride and worth, essential elements for satisfaction with work.

Not suprisingly, officers with more experience note these two sentiments more often than do their colleagues. Greater experience leads to senior positions which lead to more important responsibilities and greater opportunities for achievement. It is interesting to note that FS officers with 4-10 years experience have the fewest remarks on these subjects of all the age groups. Faced with limited promotion opportunities, and frustrated by the standstill in their careers and the lack of access to more responsible positions, this group is probably less likely to get excited about the job. Indeed, FS officers with 4-10 years experience make the fewest remarks on any work-related benefits, with the exception of comments on "varied and interesting work".

Similarly, female FSO's make fewer comments on these subjects than do their male colleagues.

4. Professionalism of Foreign Service

The reputation, professionalism and "esprit de corps" is a source of satisfaction for 20% of the FSO's, a percentage which cuts across all groups except one, the FSO's with less than 4 years experience. Only 8% of the group name this factor. The low percentage may be the result of the group's newness to the foreign service and their lack of socialization to the values of the service. Other explanations might be the distortions arising from the lack of a proper sample (there are only 36 persons in this age group) or perhaps the lack of value to the new generation of the idea of "esprit de corps". However, the fact that FS officers with 4-10 years experience, disgruntled as they may be over career opportunities, still name "professionalism of foreign service" as a pleasing aspect in the same proportion as older employees do, seems to argue against the idea of the younger generation lacking "esprit de corps".

5. Professional/Personal Enrichment

Professional enrichment through the acquisition of new skills and a broadening of professional horizons is a source of satisfaction for 16% of all FSOs, a percentage which remains constant for all FS groups.

6. Financial Compensation

Financial compensation does not rate as a significant source of satisfaction in a foreign service career. Only 4% of most FS groups mention it in the Tear Sheets, and female officers do not mention it at all.

PART II: DISSATISFACTION IN THE FOREIGN SERVICE






Dissatisfaction comes in many shapes and expressions but for the sake of analysis, this study identifies 38 sources of discontent falling under 5 headings:

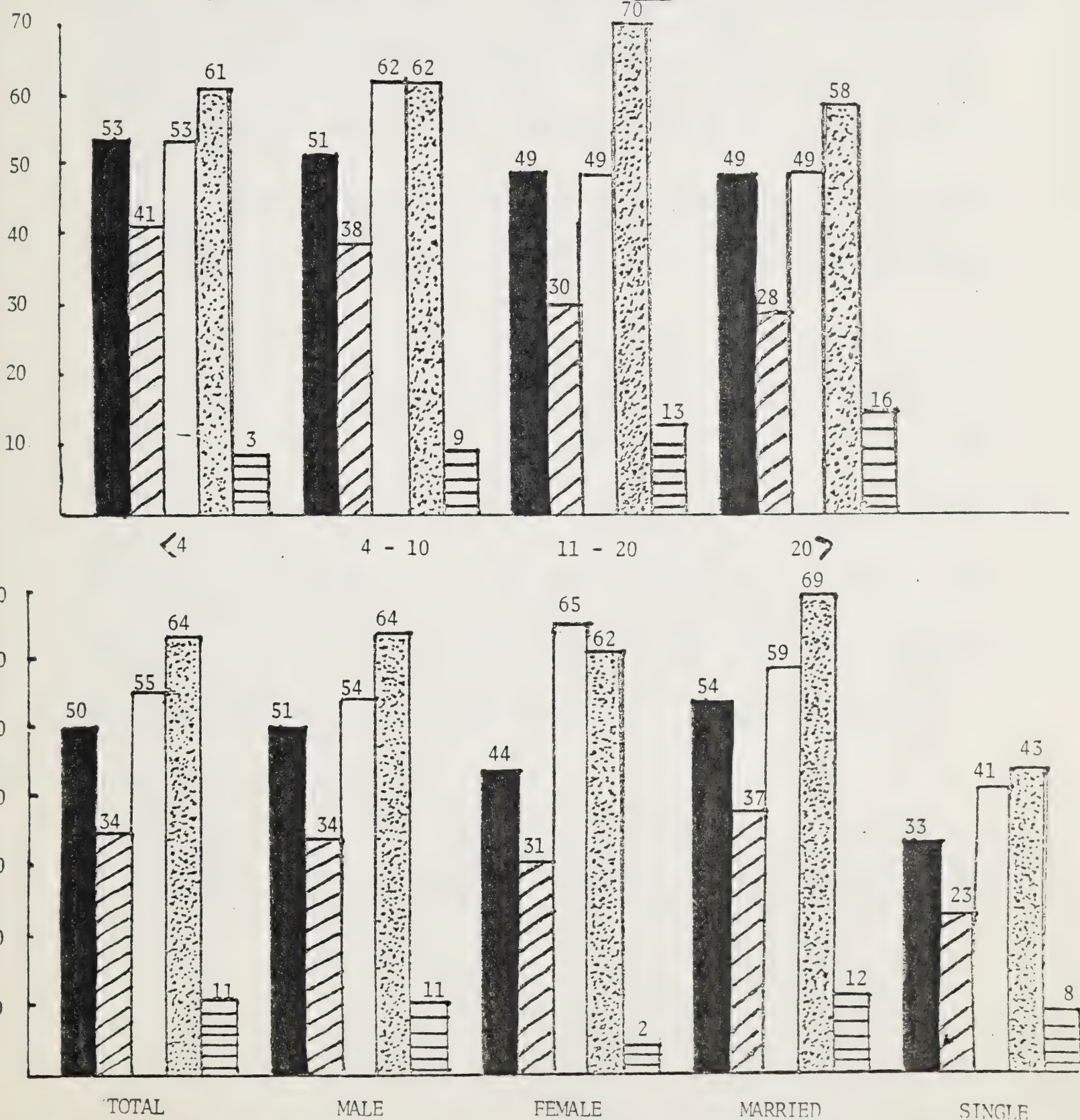
TABLE 4 DISSATISFACTION IN THE FOREIGN SERVICE

<u>HEADING</u>	<u>CATEGORY</u>
I. Environment	1. Security, 2. Cultural Adaptation/Rotation, 3. Family, 4. Spouse, 5. Health, 6. Recreation, 7. Accommodation, 8. Other
II. Financial Compensation	1. Remuneration, 2. Allowances, 3. Lost Investment Opportunities, 4. Post Index
III. Personnel Administration	1. Career Planning, 2. Lack of Promotions, 3. Appraisals, 4. Career Development Opportunities (Training/Competitions), 5. Use of Lateral Transfer/Single Assignment, 6. Unequal Treatment Among Departments, 7. Training, 8. Recruitment, 9. Posting Assignments, 10. Length of Postings, 11. Job Content, 12. Attitudes/Abilities of Colleagues, 13. Representational Work, 14. Non-Diplomatic/Diplomatic Status, 15. Other.
IV. Management/Administration	1. Attitudes of HQ Management/Administration, 2. Administration of Foreign Service, 3. Post Administration, 4. Management of Foreign Service, 5. Post/HQ Decision-Making, 6. Communication/Consultation, 7. Human Resources, 8. Inadequate Budget, 9. Consolidation, 10. Other.
V. Role and Function of Foreign Service	1. Uncertain Foreign Service Roles.

A. GENERAL OVERVIEW

In the 594 Tear Sheets, there are 1643 separate complaints falling under the five headings. The following chart breaks down the responses on the basis of sex, marital status and length of service. The numbers represent the percentage of respondents who mention a heading in the Tear Sheets.

FIGURE 2. COMMENTS BY HEADING DISSATISFACTION (Legend:  Environment;  Financial Compensation;  Personnel Administration;  Management/Administration;  Role of Foreign Service)



1. Comments by Heading

The charts show that 64% of FSOs mention problems with Management/Administration, 55% talk about Personnel Administration, 50% complain about the conditions of the Environment, 34% raise issues of Financial Compensation and 11% worry about the Role and Function of the Foreign Service.

The attitudes of female FSO's echo those of male FSOs with regard to Financial Compensation and Management/Administration but differ for the other three headings. 65% of female FSOs raise issues of Personnel Administration, their primary source of discontent, whereas 54% of male FSOs bring up matters in this area. A smaller percentage of female FSOs than male FSOs complain about conditions of the Environment (44% of them note problems versus 51% of male FSOs) and the Role and Function of the Foreign Service (2% versus 11%).

A breakdown by marital status reveals that a smaller percentage of single FSOs complain about all headings than do their married colleagues. Single FSOs put an emphasis on issues of Personnel Administration while married FSOs stress Management/Administration problems.

On the basis of length of service, there are differences in the perceptions of foreign service officers. Management/Administration is the number one area of discontent for all FS age groups but FS officers with 11-20 years give the most priority to the issues in this area. The preoccupation with the Role and Function of the Foreign Service also increases as officers spend more years in the service. While only 2% of FS officers with less than 4 years of service discuss the issue, 9% of the group with 4-10 years of service mention it, and 16% of the group with more than 20 years express their concern. On the other hand, Financial Compensation becomes less and less of a priority as the officer proceeds in his career (41% of the FSOs with less than 4 years of service mention it versus 38% of the officers with 4-10 years experience and 28% of the officers with over 20 years experience). Problems with Personnel Administration are mentioned by 62% of FS officers with 4-10 years experience and by 50% of the other FS groups. The degree of concern with issues of the Environment remains constant for all age groups at around 50% of respondents.

2. Comments by Category

The following table lists the most frequently mentioned sources of dissatisfaction. The numbers represent the percentage of respondents who mention each source of dissatisfaction and the letters in brackets indicate the heading to which each category belongs.

TABLE 5 MAJOR CATEGORIES OF DISSATISFACTION (% of respondents)

<u>Category</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>
1. Attitude of HQ Management/ Administration (M/A)	30	30	30
2. Cultural Adaptation/Rotation (E)	27.5	27	31
3. Total Remuneration (FC)	24	24.5	20
4. Lack of Promotions (PA)	23	22.5	26.5
5. Management of Foreign Service (M/A)	13	13	13.5
6. Uncertain Foreign Service Roles (RFFS)	12	12	3
7. Allowances (FC)	11	11	13
8. Administration of Foreign Service (M/A)	11	11	6.5
9. Family (E)	10	11	-
10. HQ/Post Decision-Making (M/A)	9.5	9.5	9
11. Spouse (E)	9	9.5	-
12. Attitude/Abilities of Colleagues (PA)	8.5	8	13.5
13. Career Planning (PA)	7.5	7	13.5
14. Appraisals (PA)	7.5	7	13.5
15. Human Resources (M/A)	7	7	6.5

Not surprisingly, the male FSO and female FSO have many of the same concerns. However, because the female FSO is most likely to be single, remarks about "family" and "spouse" do not feature prominently in the Tear Sheets. In the female list of major concerns "health" (9% of respondents), "posting assignments" (9%) and "job content" (9%) would be included.

B. ENVIRONMENT

The heading, Environment, encompasses eight categories. The following table presents the breakdown of the percentage for the important categories.

TABLE 6 CATEGORIES OF DISSATISFACTION, ENVIRONMENT (% of respondents)

<u>Category</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Single</u>	<u>Married</u>	<u><4</u>	<u>4-10</u>	<u>11-20</u>	<u>20+</u>
1. Cultural Adjustment	27.5	27	31	34.5	25.5	22	27	28.5	28.5
2. Family	10	11	-	2.3	12	5.5	8	10	17.5
3. Spouse	9	9.5	-	1.5	11	14	9.5	7	9
4. Health	4.5	4	9	4	4.5	8.5	4.5	4.5	4
5. Accommodation	4	4	-	2.5	4	3	4.5	5	1
6. Security	3.5	3.5	4.5	2.5	4	-	6	3.5	-

1. Cultural Adjustment/Rotation

The problems of rotation with the sense of rootlessness, the separation and isolation from friends and relatives, the adaption to new cultures and the physical problems of moving, listed by 27.5% of all FSOs, constitute the number two source of dissatisfaction. Although rotational problems are common for all FSO groups, it is the single person, whether male or female, who finds the problems the most unpleasant (34.5% of the respondents). Lacking the companionship of spouse or children, the single FSO likely encounters greater qualms about uprooting and starting all over again in a new place. The percentages in the charts seem to indicate that these problems become greater with age and experience. However, cultural adjustment appears to be the only major concern in the Environment heading for single FSOs.

2. Family, Spouse

The adverse impact of international rotation on children's education, and the career of spouse figures on about 10% of all FSOs' Tear Sheets and on about 12% of all married FSOs' Sheets. Family problems are more of a preoccupation for older FSOs (not surprising since most have children of school age). On the other hand, younger FSOs tend to identify employment of spouse as a problem more often than his older counterpart does.

3. Health, Accommodation, Security, Recreation

Worries about health, accommodation, security and recreational facilities do not figure prominently in the FSO Tear Sheets as no more than 5% of FSOs bring up these issues. There is one exception, however. 9% of female FSOs and 8.5% of FSOs with less than 4 years experience talk about the inadequacy of health care and health facilities.

C. FINANCIAL COMPENSATION

The heading, Financial Compensation, contains four categories. The following table presents the percentages for each category.

TABLE 7 CATEGORIES OF DISSATISFACTION. FINANCIAL COMPENSATION
(% of respondents)

<u>Category</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Single</u>	<u>Married</u>	<u><4</u>	<u>4-10</u>	<u>11-20</u>	<u>20></u>
1. Total Remuneration	24	24.5	20	22	25	36	27	21	18.5
2. Allowances	11	11	13	12.5	11	6	13	12	11
3. Lost Investment Opportunities	5	5	4.5	5.5	5	8.5	5.5	5.5	2
4. Post Index	3	2.5	4.5	3.5	2.5	5.5	4	2	1

1. Total Remuneration

About one in every 4 FSOs is dissatisfied with the financial package. Sentiments such as "low pay compared to peers in other government departments and private business", "inadequate financial compensation for responsibilities" and "financial incentives are insufficient" are common for all FSO groups. Interestingly enough, however, discontent with the pay package is most acute for the starting FSOs (56% of the respondents). The dissatisfaction diminishes with age and experience. It is likely that many of the entrants into the foreign service find the pay unsatisfactory in light of their academic qualifications and work experience; these feelings become attenuated as the pay levels increase with experience.

2. Allowances

11% of all FSOs complain about specific allowances, such as posting loans, moving allowances, hospitality and Canada leave provisions as well as the general structure of allowances and its inadequacy. Combining the complaints about allowances with the remarks on the remuneration, one sees that at least 30% of FSOs are dissatisfied with some aspects of the compensation package, making it the primary source of dissatisfaction.

3. Lost Investment Opportunities, Post Index

The inability to pursue opportunities for investment, most notably the difficulty in buying and maintaining a home in Canada, is a concern for 5% of all FSOs. The younger FSOs mention it more often no doubt because they are the ones most likely not to possess a house.

The Post Index, the method used to calculate it, and the rate at which it changes provoke 3% of all FSOs to voice their dissatisfaction. This percentage is common to all FSO groups.

D. PERSONNEL ADMINISTRATION

The heading, Personnel Administration, encompasses fifteen categories. The following table presents the findings for the important categories.

TABLE 7 CATEGORIES OF DISSATISFACTION PERSONNEL ADMINISTRATION (% of respondents)

Category	Total	Male	Female	Single	Married	<4	4-10	11-20	20>
1. Lack of Promotion	23	22.5	26.5	31	20.5	16.5	31.5	17	14
2. Attitudes of Colleagues	8.5	8	13.5	11.5	7.5	3	8	9.5	9
3. Career Planning	7.5	7	13.5	5	8	5.5	8	6	9
4. Appraisals	7.5	7	13.5	11.5	6.5	8.5	5.5	7.5	12
5. Job Content	6	6	9	5	6.5	11	8	4.5	3
6. Postings Assignments	3.5	3.5	9	6.5	3	8.5	3	3	5

1. Lack of Promotion

The primary source of dissatisfaction in the area of personnel administration is the lack of opportunities for promotion. The classification system for the FS group, the slowness in progressing to a different level and the difficulty in being promoted are some of the problems listed by 23% of the FSOs. This percentage climbs to 31.5% for FS officers with 4-10 years experience. Given the career traffic jam resulting from too many bodies for too few positions, it is perhaps not surprising that the FSOs with 4-10 years experience seem to be the most frustrated. Single FSOs also complain frequently of promotional opportunities.

2. Attitudes/Abilities of Colleagues, Career Planning, Appraisals

Approximately 8% of FSOs list each of these categories as a source of dissatisfaction. The abilities of colleagues and their attitudes towards the job, colleagues and the foreign service are complaints that all age groups of FSOs bring up, with the exception of new entrants, who probably lack the experience to make definitive character assassinations. The lack of a career plan, inadequate career counselling, an ad hoc approach to assignments and poor personnel management are elements that parallel the FSOs' critique of "career planning". Criticisms of the system of appraisals and how promotions are decided garner a similar percentage of responses.

It is interesting to note that, as with most categories under the personnel administration rubric, single FSOs and more particularly female FSOs tend to draw attention to these issues more often than their counterparts in other FSO groups.

3. Job Content

Criticism of the job, its lack of intellectual stimulation or its meaninglessness or its tedium, is found on 5% of the FSO Tear Sheets. The complaints tend to fade with experience, a trend which is understandable if one assumes that experience leads to more interesting, responsible positions.

4. Posting Assignments

The neglect of personal considerations, aspirations and interests by posting management and favouritism in the posting selection, listed by 4% of FSO employees, figure quite highly as a source of dissatisfaction with female FSOs. Although single male FSOs and single female FSOs mention it at the same rate (6.5% of the respondent married female FSOs (15% of them mention it) bring up the overall percentage. Employment of spouse probably makes the issue of post assignment sensitive to the married female FSO.

5. Career Development Opportunities, Use of Lateral Transfer, Training, Recruitment, Non-Diplomatic Status, Unfair Treatment Among Departments, Representational Work, Length of Postings

No other issue under the Personnel Administration heading is mentioned by more than 2.5% of the FSOs, and no separate FSO group puts any particular emphasis on the remaining issues.

E. MANAGEMENT/ADMINISTRATION

The heading, Management/Administration, encompasses 10 categories. The following table presents the important categories.

TABLE 8 CATEGORIES OF DISSATISFACTION MANAGEMENT/ADMINISTRATION (% of respondents)

<u>Category</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Single</u>	<u>Married</u>	<u>4</u>	<u>4-10</u>	<u>11-20</u>	<u>20</u>
1. Attitude of HQ	30	30	30	26	31	14	28	36	27.5
2. Management of FS	13	13	13.5	15.5	12.5	25	13	15.5	5
3. Administration of FS	11	11	6.5	8	11.5	8.5	7.5	15.5	11
4. HQ/Post Decision Making	9.5	9.5	9	7.5	10	3	8	8.5	17.5
5. Human Resources	7	7	6.5	10	6.5	5.5	6	10	5
6. Post Administration	4	4	4.5	2.5	4.5	3	4.5	3	6

1. Attitude of HQ Management/Administration

The attitude of the financial, personnel and material support divisions of HQ administration, and the treatment of FSOs by HQ management come up for a great deal of criticism. 30% of most FSO groups complain that HQ is insensitive and unsympathetic to employees demands. The criticism of management seems to grow with experience. The new entrants register few complaints, but the percentage of employees who comment on the issue increases significantly in the 4-10 and 11-20 categories. The longer a FSO stays with the department the greater the possibilities of having an unfortunate encounter, an occasion which will no doubt leave a bad taste in the mouth of the employee.

2. Management of Foreign Service

13% of all FSOs claim that their managers and supervisors are poor leaders and that management and leadership in the foreign service are inadequate. Although all FSO groups express this opinion, a greater percentage of junior FSOs mention the issue in the Tear Sheets. Having less responsibility, supervised more closely

than older officers, and located at the bottom rung of the hierarchy, the junior FSO probably feels the oppression of rank and thinks that management leaves a great deal to be desired.

3. Administration of Foreign Service

Focusing their criticisms on the inefficiency of the administrative system and the amount of time that officers must spend on self-administration, 11% of FSOs complain about the bureaucratization and administration of the foreign service. As is the case with the "attitude of HQ management", the frequency with which this criticism appears increases with experience and peaks with the FSO group with 11-20 years experience.

4. HQ/Post Decision-Making

About 10% of the FSOs make known their dissatisfaction with the centralization of decision-making in Ottawa and the lack of relevance of post activities. Not surprisingly, FSOs with over 20 years experience and who possibly hold or once held important positions overseas raise this issue a great deal (almost twice as much as do other FS age groups).

5. Human Resources, Post Administration

7% of FSOs are unhappy about the shortage of staff, a situation which hinders the achievement of programme goals. 4% of FSOs are dissatisfied with post administration. These percentages are common to all FSO groups.

6. Inadequate Budget, Communication/Consultation, Consolidation, Other

The remaining issues do not receive much attention from the FSOs or from any particular group of FSOs. Less than 3% of FSOs bring up the problems of inadequate budget, the absence of communication and consultation, or the issue of consolidation.

F. ROLE AND FUNCTION OF FOREIGN SERVICE

11% of the FSO express a certain discontent with the role and function of the foreign service. The loss of External Affairs' prestige, power and authority to other departments, the absence of clear policy guidelines, and the lack of recognition of External Affairs' special character are some of the themes. Discontent increases with experience. 3% of FSOs with less than 4 years experience mention it; 9% of FSOs in the 4-10 year group, 13% of the 11-20 year group and 15.5% of FSOs with over 20 years experience talk about it.

PART III: RECOMMENDATIONS

An analysis of the Tear Sheet identifies 58 categories of recommendations falling under five headings: Environment, Financial Compensation, Personnel Administration, Management/Administration, and Role and Function of Foreign Service.

TABLE 9 RECOMMENDATIONS

I. Environment	1. Better Briefings, 2. Compensation for Spouse, 3. Employment of Spouses at Post, 4. Employment Opportunities for Spouses Abroad, 5. Employment Opportunities for Spouses at Home, 6. Separation Allowance, 7. Policy on Spouse, 8. Security, 9. Health, 10. Recreation, 11. Housing, 12. Education, 13. Mail/Communication, 14. Other
II. Compensation	1. Shelter Costs, 2. Travel Allowances, 3. Specific Allowances, 4. Hardship Allowances, 5. Post Index, 6. Overall Allowance for Foreign Service, 7. Salary, 8. Lump Sum Payments, 9. Simplification of FSD, 10. Elimination of Comparability Principle.
III. Personnel/Administration	1. Career Planning, 2. Promotions, 3. Appraisals, 4. FSE Concept, 5. F.S. Support Classification, 6. Parallel Career Streams, 7. More Grades in FS Classification, 8. More Movement In and Out of Domestic Civil Service, 9. Equal Opportunity and Treatment in and between Department, 10. Training, 11. Language Training, 13. Flexibility in Rotationality and Postings, 14. Diplomatic/Non-Diplomatic Status, 15. Fire Incompetent Employees, 16. More Time in Canada/Shelter Postings, 17. Other
IV. Management/Administration	1. Sympathetic, Responsive Management Administration, 2. Professional Management, 3. Simplification of Administration, 4. Better Management Skills, 5. More Responsibility for Posts,






6. Increase Budget, 7. More Human Resources, 8. Communication/Consultation, 9. Ombudsman, 10. Foreign Service Act, 11. Consolidation, 12. No Consolidation, 13. Specialization of Functions, 14. Policies on Women and Singles, 15. Other

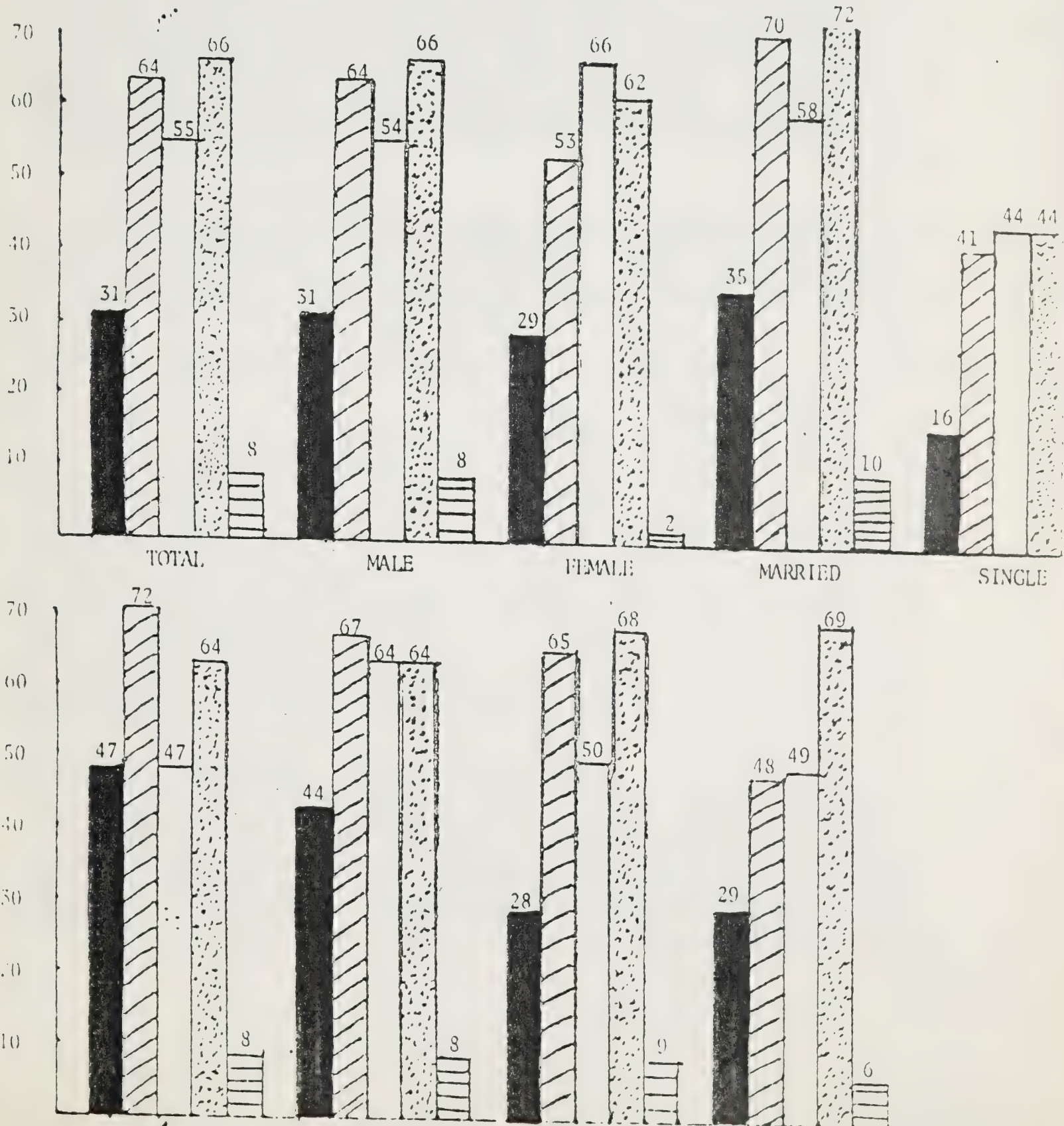
V. Role and Function of Foreign Service

1. Role and Function of Foreign Service

A. GENERAL OVERVIEW

In the 594 Tear Sheets, there are 1863 recommendations. The following chart looks at the percentage of FS officers who mention the headings in the Tear Sheets.

FIGURE 3 COMMENTS BY HEADING. RECOMMENDATIONS (Legend:  Environment;  Financial Compensation;  Personnel Administration;  Management/Administration;  Role of Foreign Service)



Comments by Heading

Of all five areas of concern, foreign service officers offer the largest number of recommendations under the heading, Management/Administration (66% of the FSOs make suggestions in this area), a fact which should not be surprising when it is remembered that management and administration practices topped the list of sources of discontent. However, unlike the responses to Question 2, where personnel administration and career problems along with environmental woes followed management problems as topics of concern, the second largest number of recommendations focus on Financial Compensation. 64% of FSOs call for more money, benefits and financial rewards. It would appear that FSOs tend to see the solution of many of their problems, whether career, environmental or financial, in the payment of more money. 55% of the respondents make suggestions to improve Personnel Administration, while 31% offer recommendations on the Environment and 8% define the Role of the Foreign Service in the future.

Female FSOs have different priorities. The largest number of their recommendations urge changes in Personnel Administration, a figure which parallels their priorities in Question 2. A smaller percentage of the women, when compared to their male counterparts, offer suggestions for financial and environmental reform (53% of the women make financial recommendations compared to 64% of the males; 29% of the women want changes in the environmental conditions versus 31% of the men).

Single FSOs offer a considerably lower number of recommendations than do their married counterparts. In nearly every area, the percentage of married employees putting forth reforms almost doubles the responses of their single colleagues (70% of married employees propose financial changes, compared to 41% of the single officers; 35% of the married officers suggest improvements to environmental conditions, compared to 16% of the single officers; 72% of married officers want management reforms, compared to 44% of the single officers; 10% of married officers advocate a more defined role of the foreign service, compared to 4% of the single officers). There is one other major difference. Single officers place equal emphasis on three areas namely; Management/Administration, Personnel Administration and Financial Compensation whereas married FSOs give priority to Financial Compensation and Management/Administration.

On the basis of length of service, the charts show significant differences in the perceptions of foreign service officers. Recommendations on Financial Compensation are the most important for officers with less than 10 years of service (72% of officers with less than 4 years service and 67% of officers with 4-10 years experience list financial recommendations), but the percentage of respondents making these recommendations drops to 65% for officers with 11-20 years experience and to 48% for officers with over 20

years experience. On the other hand, the officers with over 10 years experience put more emphasis on recommendations touching Management/Administration, making this area their primary source of concern. Officers with less than 10 years of service offer suggestions to improve the Environment more often than their older colleagues do (about 45% of the officers under 10 years experience compared to about 28% for employees over 10 years of service). Recommendations on Personnel Administration come up in about 50% of the FSO Tear Sheets, with the exception of employees with 4-10 years experience. This group, probably frustrated by the lack of career progression, has 64% of its officers making recommendations on career matters. Finally, about 8% of all FS officers, regardless of their length of service, offer proposals on the Role of the Foreign Service.

2. Comments by Category

The following table lists the most frequently mentioned recommendations. The numbers represent the percentage of respondents who mention the specific recommendation and the letters in brackets indicate the heading to which each recommendation belong.

TABLE 9 MAJOR RECOMMENDATIONS

<u>Category</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>
1. Overall Allowances (FC)	24.5	25	20
2. Sympathetic, Responsive Management (M/A)	20.5	21	20
3. Travel Allowances (FC)	18	18	18
4. Salary (FC)	14	14	13.5
5. Hardship Allowance (FC)	13	13	11
6. Career Planning (PA)	11	10.5	15.5
7. Foreign Service Act (M/A)	9	9.5	2
8. Promotions (FA)	8.5	8.5	9
9. Flexibility in Postings Assignments (PA)	8	8	9
10. More Responsibility for Post (M/A)	8	8	6.5
11. Role of Foreign Service (REFS)	8	8.5	2
12. Better Management Skills (M/A)	7.5	7	13.5
13. Compensation for Spouse (E)	7.5	7.5	4
14. Training (Career Development) (PA)	7.5	8	2
15. Simplification of Administration (PA)	7	7.5	4

B. ENVIRONMENT

The heading, Environment, encompasses 14 categories. The following table presents the major categories.

TABLE 9 CATEGORIES OF RECOMMENDATIONS ENVIRONMENT (% of respondents)

<u>Category</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Single</u>	<u>Married</u>	<u><4</u>	<u>4-10</u>	<u>11-20</u>	<u>20></u>
1. Compensation for Spouse	7.5	7.5	4.5	2.5	8.5	8.5	6	8.5	8
2. Housing	7	7	6.5	6.5	7	5.5	7	7	8
3. Employment Opportunities for Spouse Abroad	5.5	5.5	6.5	2.5	6.5	11	8	3.5	1
4. Employment Opportunities for Spouse at Home	4	4.5	0	1	5	5.5	4.5	4	2
5. Employment of Spouse at Post	3.5	4	0	0	4.5	3	4.5	2.5	4

1. Compensation for Spouse; Employment Opportunities for Spouse Abroad; Employment Opportunities for Spouse at Home; Employment of Spouse at Post; Separation Allowance; Policy on Spouse

The most important recommendations under the Environment heading touch on the role of spouse. If all the recommendations were combined into one category, about 15% of all FSOs would have made mention of the need for improvements in the present role of the spouse. Not surprisingly, more male FSOs bring up proposals than do female FSOs, and more married FSOs do than single FSOs. Although the younger generation of FSOs have a tendency to put emphasis on the role of the spouse, all FSOs, regardless of age, mention the subject with more or less the same regularity. The favourite recommendation on the spouse's role calls for some compensation to the spouse, whether payment for representational duties, payment for the loss of a second salary or the right to unemployment insurance premiums.

2. Housing

Improvements in the quality of housing and the amelioration in the maintenance and furnishing of accommodation, plus the need to provide more crown-owned accommodation are some of the recommendations made by 7% of the FS officers. The perception of the problem is fairly consistent for all FS groups.

5. Security; Health; Recreation; Better Briefings; Education;
Mail/Communications

No more than 3% of the FS officers make mention of any other recommendation in the environment field.

C. FINANCIAL COMPENSATION

The heading, Financial Compensation, is comprised of 10 categories. The following table presents the percentages for the more significant categories.

TABLE 10 CATEGORIES OF RECOMMENDATION FINANCIAL COMPENSATION
(% of respondents)

<u>Category</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Single</u>	<u>Married</u>	<u>4</u>	<u>4-10</u>	<u>11-20</u>	<u>20</u>
1. Overall Allowance Structure	24.5	25	20	18	26.5	16.5	29	23	18.5
2. Travel Allowances	18	18	18	20.5	17.5	28	19	16.5	15.5
3. Salary	14	14	13.5	16.5	13.5	36	17.5	11	4
4. Hardship Allowances	15	13	11	13	12.5	16.5	11	17.5	6
5. Post Index	9	8.5	9	8	9	5.5	8	11	8
6. Specific Allowances	6.5	6	9	9	5.5	14	14.5	8	6

1. Overall Allowance Structure

One in every four FSOs recommends changes in the overall allowance structure, most notably by increasing the allowances to go abroad. As one FSO writes, "Inflation has seriously eroded the financial perks of the FSDs. They will need to be drastically improved to once again make serving abroad attractive". The need for greater financial incentives to serve overseas is a common sentiment among all FS groups. However, the FSOs with 4-10 years experience mention this recommendation the most often. It is interesting to note that FSOs with less than 4 years experience suggest changes in the allowance structure the least often of all groups, a fact which runs against the normal trend in recommendations on financial matters. Perhaps this group has not had enough experience overseas to judge the adequacy or inadequacy of allowances.

2. Travel Allowances

An increase in the amount of Home leave and a more liberal policy on paid trips to Canada are recommendations that 18% of the FSOs put forward. It would appear that many FSOs see this allowance as a means of attenuating the problems of loneliness and isolation, sources of discontent listed by many officers. As single FSOs and FSOs with the least experience most often expressed feelings of isolation, it is not surprising that they propose more Home leave and travel allowance than do their colleagues.

3. Salary

14% of the FS officers push for an increase in salary. As is the case of travel allowances, younger officers make more recommendations than do their older colleagues; the percentage of people making these salary recommendations drops with experience. It may be that junior officers believe that they are not adequately compensated when education, experience, age and salaries are taken into consideration. As a young FS officer writes, "The salaries for junior officers have to be raised to a more competitive level. We no longer enter the service with a private income to support us."

4. Hardship Allowance, Post Index

Although a fairly constant percentage in all FS groups want more financial incentives for hardship posts, the FSO with 11-20 years experience mention it the most often of all groups, probably because they encounter more difficulties on account of their having children of school age. Similarly, this group has the largest percentage of respondents offering suggestions to improve the Post Index. The cost of keeping a family overseas probably makes a FSO more sensitive to changes in the cost of living.

5. Specific Allowances; Elimination of Comparability Principle; Lump-Sum Payments; Simplify FSDs

FSOs make a series of more specific recommendations, none of which is listed by more than 4% of the respondents. The provision of more hospitality funds, improvements in posting loans and removal expenses, and more compassionate travel assistance are some of the suggestions.

There are also three recommendations touching on the rationale behind compensation. 4% of all FSOs recommend the elimination of the comparability principle, 25% would prefer lump-sum payments instead of a myriad of regulations and another 3.5% call for a more simplified structure for the FSDs.

D. PERSONNEL ADMINISTRATION

The heading, Personnel Administration, consists of 17 categories. The following table presents the percentages for the important categories.

TABLE 11 CATEGORIES OF RECOMMENDATIONS PERSONNEL ADMINISTRATION
(% of respondents)

<u>Category</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Single</u>	<u>Married</u>	<u>4</u>	<u>4-10</u>	<u>11-20</u>	<u>20</u>
1. Career Planning	11	10.5	15.5	13	10.5	5.5	11.5	10.5	13.5
2. Opportunities for Promotions	8.5	8.5	9	11.5	7.5	3	13	5	6
3. Flexibility in Rotationality and Postings	8	8	9	11.5	7	3	10	8.5	3
4. Training	7.5	8	2	6.5	7.5	3	7	9.5	6
5. Appraisals	6	6	2	5	6	0	6	7.5	4
6. Equal Opportunities Among Departments	6	5.5	11.5	14	11	19.5	6.5	3.5	5

1. Career Planning

Concerned by the lack of career counselling and the ad hoc approach to career development, 11% of the FSOs put emphasis on the need to have a more coherent approach to career planning and policy, even if this approach entails a Personnel Division manned by non-rotational, professional specialists. Only the FSOs with less than 4 years of service do not accord much priority to this issue, probably because their careers have not yet suffered from the vagaries of career development in the foreign service. Female FSOs place the most emphasis on the issue, largely because the majority are single and young and more apt to be dissatisfied with career progression. The married female would also have acute problems with career mobility.

2. Promotions; More Grades

Better career prospects and better promotional opportunities figure among the recommendations of 8.5% of all FSOs. It is hardly startling to see that the FS officers with 4-10 years experience offer suggestions for improving promotional opportunities more often than other groups do. Promotionally constipated, this group appears to want quick relief. Single male and female FSOs similarly register a high receptivity to change in the area of promotions. The creation of more grades in the FS classification is one of the more concrete recommendations, which 3.5% of the FS officers suggest.

3. Flexibility in Rotationality and Postings; Shorter Postings/ More Time in Ottawa

8% of the FSOs would like a more flexible approach to postings, a system where personal interest, aspirations and experience play a larger role and where politics, favouritism and insensitivity are eliminated. Perhaps because they are more susceptible to being sent to hardship posts, 12% of single male FSOs want changes in the present system, a larger percentage than any other group. Also, single male FSOs are the most likely to recommend more postings in Ottawa.

4. Training (Career Development); Equal Opportunities Among Departments; Movement In and Out of Domestic Departments

A flexible career pattern and good possibilities for career development imply the "opportunity to take training courses" to upgrade skills and qualities, the "guarantee of equal opportunity among the different foreign service departments and the chance to change streams", and finally "the ability to move in and out of the foreign service to other domestic departments". 7.5% of FSOs want more occasions to follow training course. This percentage rises to 9.5% for FSOs with 11-20 years experience, no doubt a reflection of their desire to improve management skills now that they have reached senior positions. 6% of FSOs want the guarantee of equal opportunities between FS departments and the ability to change streams. Perhaps as an indication of the uncertainty and hope surrounding consolidation, an astonishing 20% of the FSOs with less than 4 years experience want to "ensure that integration results in all FSOs having an equal opportunity to serve in each of the three services".

Finally, 3.5% of FSOs would like the opportunity to move more freely in and out of the foreign service.

5. Appraisals

6% of FSOs suggest that the promotion system be modified to guarantee recognition of the competent employee, thereby getting away from practices that reward careerists and self-promoters. Because they are starting their careers, no FSO with less than 3 years experience finds the promotion system in need of reform. The older FSO, knowing the whims of the system, is more apt to make recommendations.

6. Fire Incompetent Employees; Diplomatic/Non-Diplomatic; FSE Concept; Language Training; Recruitment; Parallel Career Streams

Listed by less than 4% of the total FSO population, the recommendations to fire incompetent employees, to eliminate the distinction between diplomats and non-diplomats, to improve language training and recruitment policies, and to introduce new classification systems for all FS employees are minor and do not seem to elicit widespread response.

E. MANAGEMENT/ADMINISTRATION

The heading Management/Administration, groups together 15 categories of recommendations. The following table presents the findings for the major categories.

TABLE 12 CATEGORIES OF RECOMMENDATIONS MANAGEMENT/ADMINISTRATION
(% of respondents)

<u>Category</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Single</u>	<u>Married</u>	<u>4</u>	<u>4-10</u>	<u>11-20</u>	<u>20</u>
1. Sympathetic, Responsive Management	20.5	21	20	18	21.5	11	19	24.5	20.5
2. Foreign Service Act	9	9.5	2	10.5	9	-	7	9	16.5
3. More Responsibility for Post	8	8	6.5	4	9	5.5	8.5	8.5	7
4. Better Management Skills	7.5	7	13.5	8	7	8.5	5	5	4
5. Human Resources	7.5	7.5	13.5	10.5	7	22	6.5	8.5	4
6. Simplification of Administration	7	7.5	4.5	7.5	7	8.5	4.5	9.5	6
7. Professional Administration	5	5	4.5	4	5.5	0	6.5	2.5	8

1. Sympathetic, Responsive Management; Better Management Skills; Simplification of Administration; Professional Administration

4 of the 7 major recommendations under the "Management/Administration" heading pertain to the improvement of HQ management and administration, and the four recommendations represent 41% of all suggestions under the heading. If all these categories were combined about 30% of FSOs would have made suggestions to improve the attitudes and operation of HQ management and administration, making this area one of the prime priorities for reform.

The recommendation urging a more responsive sympathetic HQ management and administration through a greater sensitivity to human concerns, the elimination of the adversarial attitude, less rigidity and more common sense in the interpretation of regulations, a personal approach to problems, and the establishment of a more experienced, specialized personnel bureau outstrip all other proposals under the Management/Administration heading, with 20.5% of the respondents mentioning it. The more experienced officer tends to stress more strongly the need for improvements, as 24.5% of FSOs with 11-20 years of service mention it, compared to 11% of FSO with less than 4 years experience and 19% of those with 4-10 years experience. Oddly enough, the FS group with over 20 years of

service has only 20.5% of its members bringing up these recommendations. It may be that a large number of this group belong to senior management, the butt of all this criticism, and do not feel like criticizing themselves.

7.5% of the FS officers call for better management skills, both in terms of leadership and human resources. The newer FSO and the female officer emphasize this need more often than their colleagues, perhaps indicating that persons at the bottom of the hierarchical scale are more exposed to, and therefore more critical of, supervision by colleagues.

The simplification of administration, which would reduce the time spent by officers on regulating their personal affairs, and the need for more competent, professional administrators who could effectively look after administrative details are recommendations that about 10% of the FSOs mention. These suggestions, if combined, seem to be common to all FS groups.

2. Foreign Service Act

The desirability of a separate Foreign Service Act, which would define the conditions of work in the foreign service, appeals to 9% of the FSOs, a relatively large percentage given the choice of specific recommendations available to the respondents. The appeal of the idea increases with years of experience in the foreign service, so that 16% of the FSOs with over 20 years experience propose a separate act.

3. Human Resources, Increase Budget

7.5% of FS officers see the need for more human resources and 5.5% want greater budgetary allocations, both proposals aiming to help the achievement of programme goals. It is interesting to note that female FSOs recommend more forcefully the need to increase the budget (9% compared to 3% for male FSOs) and the need to hire more staff (13.5% of the females versus 7.5% for the males). Single male FSOs are also more likely to make the suggestions than their married brethren. In the experience groups, an astonishing 22% of officers with less than 4 year's service call for more staff. All these figures seem to indicate that the occupants of the lower rungs of the hierarchy do not have the access to staff they feel necessary to accomplish their work.

4. More Responsibility to Posts

8% of FS officers, a percentage common to most age groups, argue for the delegation of more authority to the post.

5. Communication/Consultation; Ombudsman; Consolidation; No Consolidation; Special Policies on Women and Singles; Specialization

Other recommendation aiming to effect changes in management practices do not receive significant mention by the FSOs. 3.5% argue for more consultation and communication on matters of importance to the employee, 3.5% favour complete consolidation, 2% oppose any consolidation, 2.5% would like an ombudsman, 2.5% asks for special policies on women and singles, and 2.5% call for specialization in foreign service functions.

V. ROLE AND FUNCTION OF FOREIGN SERVICE

8% of FS officers propose a more defined role and function for the foreign service, a percentage common to all groups.

QUESTIONNAIRE TEARSHEET ANALYSES
ADMINISTRATIVE SUPPORT STAFF

This study examines the perceptions of support staff in the Department of External Affairs and analyses their attitudes towards the advantages, disadvantages and possible improvements to a foreign service career.

37.5% of the administrative support staff responded to the Tear Sheet of the Employee Questionnaire. The 446 respondents are a fairly representative sample of the support classifications. The following table compares the support population in the foreign service as of May 1981 with the respondents to the Tear Sheet on the basis of the group differences explored in this study.

TABLE 1 SURVEY SAMPLE VERSUS SUPPORT POPULATION

	<u>All Support</u> (1188)	<u>Respondents</u> (466)
Male	53%	56%
Female	47%	44%
Married	49%	55%
Single	51%	45%
0.3 Yrs. Experience	14%	14%
4-10 Yrs. Experience	46%	47%
11-20 Yrs. Experience	29%	33%
20+ Yrs. Experience	10%	6%

The Tear Sheet of the Employee Questionnaire asks three questions.

- (i) What three things have you enjoyed most in your foreign service career?
- (ii) What three things have been most dissatisfying in your foreign service career?
- (iii) List three recommendations to the Royal Commission that you consider would improve the conditions in the foreign service.

This study consists of three sections, one dealing with the sources of satisfaction in the foreign service, one examining the sources of dissatisfaction and a final one looking at proposed recommendations.

PART I: SATISFACTION IN THE FOREIGN SERVICE




There are thirteen sources of satisfaction in the foreign service. The following table lists these categories under three headings:

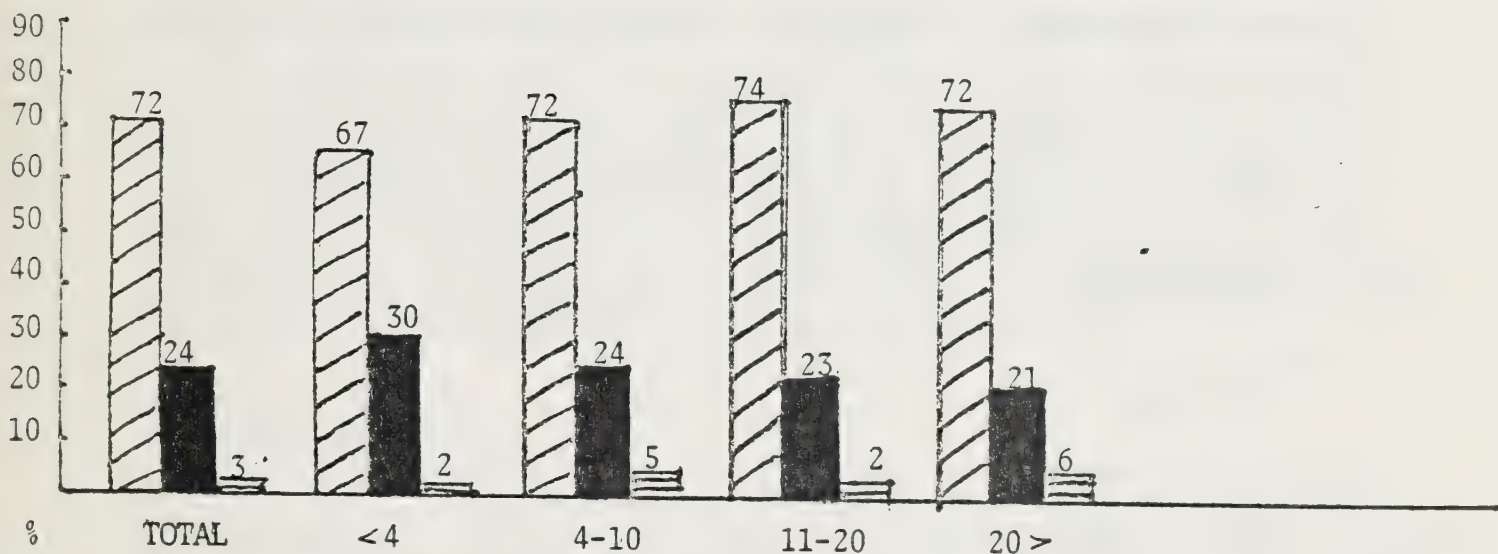
TABLE 2. SATISFACTION

I. SOCIO-CULTURAL BENEFITS	1. Meeting New People, 2. Travel 3. Culture, 4. Living/Working Abroad, 5. Family Life, 6. Other
II. FINANCIAL REWARDS	1. Financial Compensation
III. JOB SATISFACTION	1. Varied/Interesting Job, 2. Sense of Service/Accomplishment, 3. Sense of Responsibility, 4. Professionalism of Foreign Service, 5. Personal/Professional Enrichment, 6. Other

A. GENERAL OVERVIEW

The 466 respondents list 1264 sources of satisfaction falling under the three headings, namely socio-cultural benefits, financial rewards and work benefits. The following chart presents a breakdown of the responses on the basis of age. The numbers represent the percentage of responses for each type of benefit mentioned by support staff.

FIGURE 1. COMMENTS BY HEADING. SATISFACTION. (Legend:  Socio-Cultural Benefits;  Work Benefits;  Financial Rewards)



The primary source of satisfaction for support staff comes from the socio-cultural benefits of a foreign service career. 72% of the responses to Question 1 on the Tear Sheet refer to socio-cultural advantages while only 24% touch on work benefits and 3% mention financial rewards. These percentages are the same for male, female, single or married support staff. On the basis of years of service, satisfaction with socio-cultural affairs increases with experience and satisfaction with work decreases. Financial rewards are not mentioned to a large extent by any age group.

B. SOURCES OF SATISFACTION

Support staff identify eleven sources of satisfaction in their foreign service careers. The following table presents the percentages for all the categories. The numbers represent the percentage of respondents who mention each category in the Tear Sheets.

TABLE 3 CATEGORIES OF SATISFACTION (% of respondents)

Category	Total	Male	Female	Single	Married	0-3	4-10	11-20	20+
1. Travel	73	78	67	69	77	57	74	78	76
2. Meeting New People	57	52	63	61	54	51	56	63	44
3. Culture	38	41	34	35	41	41	33	43	40
4. Varied/Interesting Job	26	26	26	24	28	31	24	27	28
5. Living/Working Abroad	22	15	31	28	17	19	19	27	24
6. Professional Enrichment	15	13	17	17	13	18	16	15	4
7. Financial Rewards	10	11	7	10	9	5	12	7	16
8. Sense of Service/Accomplishment	11	9	13	12	9	6	11	12	12
9. Job Challenge/Responsibility	6	9	3	3	9	6	8	6	-
10. Professionalism of F.S.	6	5	8	7	5	10	3	8	12
11. Family Life	4	7	-	-	7	5	3	3	12

1. Travel; Meeting New People; Culture; Living/Working Abroad

Support staff name four socio-cultural benefits in their top five sources of satisfaction. Although the terms are closely related, male support staff note more frequently "travel" and "experiencing new cultures" than do the female support staff. On the other hand, female support staff write more frequently about the pleasure of "meeting new people" and of "living/working abroad". With the exception of the category, "meeting new people", it appears that satisfaction with these socio-cultural factors increases with years of service. For example, while only 57% of the support staff with less than 4 years of service note the pleasures of travel, 78% of the group with 11-20 years experience mention it. Similarly, the group with 11-20 years of service write more often of "meeting new people", "experiencing new culture" and "living/working abroad" than any other age group.

2. Varied/Interesting Job Content; Professional/Personal Enrichment

The variety of work assignments and the opportunity to change positions on a regular basis appeal to 26% of the support staff, making this category the only major source of work satisfaction. "Professional/personal enrichment" from career experiences is mentioned by 15% of the support staff. In both cases, the percentages remain constant for all groups of support staff. The preference shown for socio-cultural benefits and the neglect of work benefits seem to indicate a serious disaffection on the part of support staff for the nature of their work.

3. Financial Rewards

10% of support staff see financial benefits in working in the foreign service. The financial rewards are a better life overseas, increased social status and satisfactory benefits and pay. All support groups mention these benefits, although newer employees put less emphasis on this factor.

4. Sense of Service/Accomplishment; Job Challenge/Responsibility

The satisfaction of representing Canada, of serving Canadians and of helping to accomplish useful goals and objectives figure among 11% of the Tear Sheets for support staff, and it is the single female SCY who places the most value on this factor (13% mention it compared to 5.5% for single male support staff or 9% for all male support staff). Another indicator of the employee's feeling of achievement and pride in the job, "the job challenge/responsibility", is listed by 6.5% of the support staff. This time the male F.S.O. raises this matter the most often (9% compared to 2.5% for single male F.S.O.'s and 3% for female F.S.O.'s). On the basis on length of service, employees with more experience make more mentions of their satisfaction with representing and serving Canada than do their younger colleagues.

5. Professionalism of the Foreign Service

6.5% of support staff find satisfaction in the "esprit de corps" of the foreign service. Employees with less than 4 years experience and employees with over 20 years experience have the most mentions of these factors in the Tear Sheets.

PART II: DISSATISFACTION IN THE FOREIGN SERVICE





Dissatisfaction comes in many shapes and expressions but for the sake of analysis, this study identifies 38 sources of discontent falling under 5 headings:

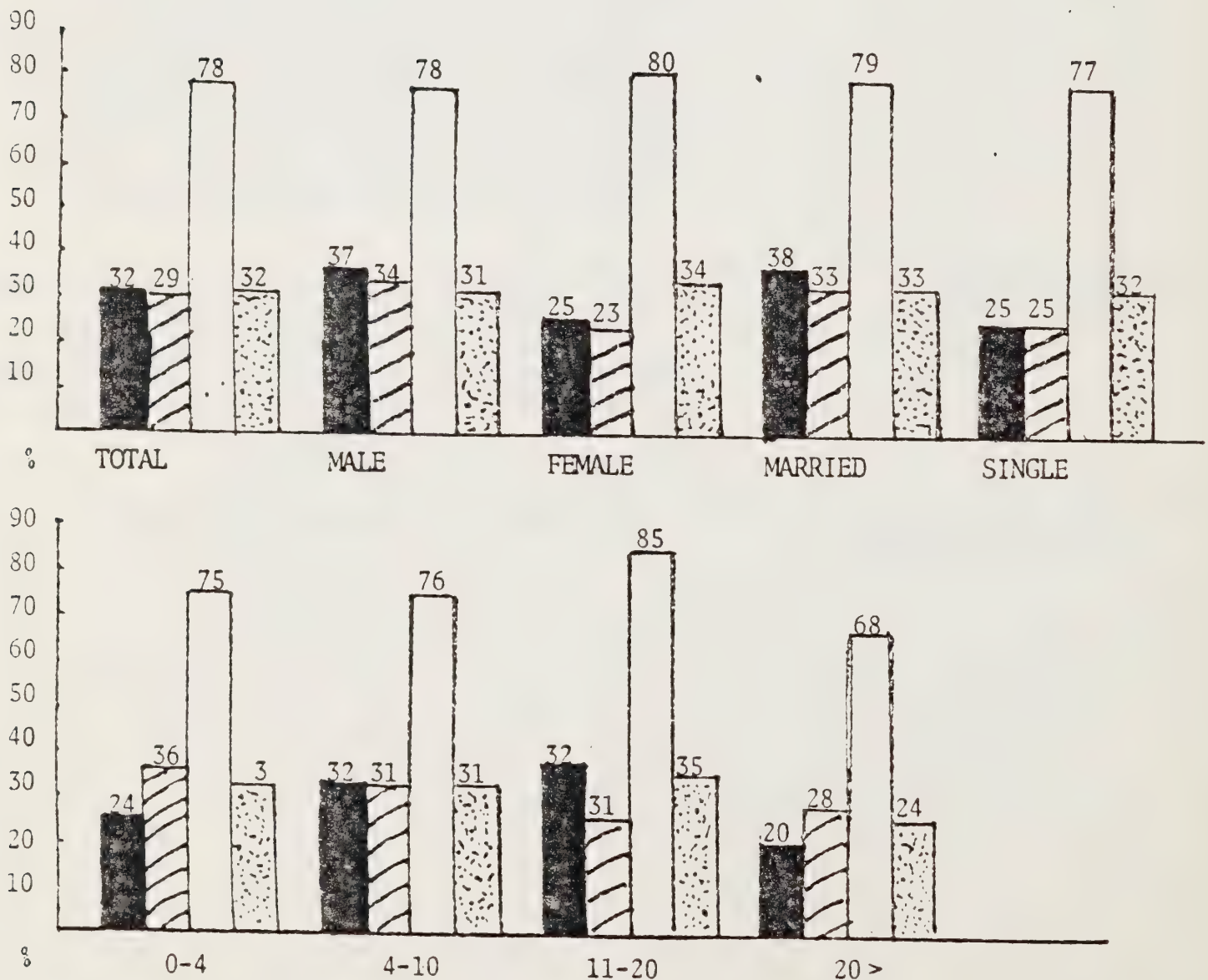
TABLE 3 DISSATISFACTION IN THE FOREIGN SERVICE

<u>HEADING</u>	<u>CATEGORY</u>
I. Environment	1. Security, 2. Cultural Adaptation/Rotation, 3. Family, 4. Spouse, 5. Health, 6. Recreation, 7. Accommodation, 8. Other
II. Financial Compensation	1. Remuneration, 2. Allowances, 3. Lost Investment Opportunities, 4. Post Index
III. Personnel Administration	1. Career Planning, 2. Lack of Promotions, 3. Appraisals, 4. Career Development Opportunities (Training/Competitions), 5. Use of Lateral Transfer/Single Assignment, 6. Unequal Treatment Among Departments, 7. Training, 8. Recruitment, 9. Posting Assignments, 10. Length of Postings, 11. Job Content, 12. Attitudes/Abilities of Colleagues, 13. Representational Work, 14. Non-Diplomatic/Diplomatic Status, 15. Other.
IV. Management/Administration	1. Attitudes of HQ Management/Administration, 2. Administration of Foreign Service, 3. Post Administration, 4. Management of Foreign Service, 5. Post/HQ Decision-Making, 6. Communication/Consultation, 7. Human Resources, 8. Inadequate Budget, 9. Consolidation, 10. Other.
V. Role and Function of Foreign Service	1. Uncertain Foreign Service Roles.

A. GENERAL OVERVIEW

The 446 respondents identify 1115 sources of dissatisfaction falling under the five headings. The following table shows the percentage of respondents who mention a heading in the Tear Sheets. These figures therefore permit one to see the priority areas for the support staff.

FIGURE. 2 COMMENTS BY HEADING. DISSATISFACTION (Legend:  Environment  Financial Compensation  Personnel Administration  Management/Administration). (N.B. The comments on the Role and Function of Foreign Service are negligible and are not charted.)



The charts reveal that issues of Personnel Administration far outstrip any other area of concern in the minds of support staff. 78.5% mention problems with Personnel Administration, 32% talk about the conditions of the Environment, 32% raise issues of Management/Administration and 29.5% bring up matters of Financial Compensation. The concentration on Personnel Administration results from the issue of "diplomatic/non-diplomatic status", but even without this grievance, Personnel Administration is still the major priority.

Female support staff do not complain as much about Environment matters or Financial Compensation worries as do their male counterparts. Similarly, single support staff only give the Environment a 25% response rate compared to 38% for married support staff, and only 25% of single support staff raise matters of Financial Compensation versus 33% of the married support staff.

On the basis of length of service, there are several differences in the perceptions of support staff. All age groups place Personnel Administration issues at the top of their list, but the group with 11-20 years experience gives more emphasis to this area (85% mention Personnel Administration). Environment issues are also more important to the group with 11-20 years of service than to any other group, as 37.5% mention them compared to the 24.5% of the newest employees who talk about them. On the other hand, 36% of the newest support staff find fault with Financial Compensation, the largest rate of discontent, but the percentage decreases with years of service. All support groups put more or less the same priority on Management/Administration issues.

B. SOURCES OF DISSATISFACTION

The following table presents the fifteen most frequently mentioned recommendations. The numbers represent the percentage of respondents who mention each source of discontent and the letters in brackets indicate to which heading each category belongs.

TABLE 5 MAJOR CATEGORIES OF DISSATISFACTION (% of respondents)

Category	Total	Male	Female	Single	Married	< 4	4-10	11-20	> 20
1. Non Diplomatic/Diplomatic Status (PA)	37	40	34	32	41	26	40	38	32
2. Lack of Promotions (PA)	34	32	37	35	33	23	32	36	64
3. Total Remuneration (FC)	17.5	16	19	19	16	29	17	15	4
4. Attitudes of HQ Management/Administration (M/A)	17.5	17	17	14	20	13	18	18	12
5. Cultural Adaptation/Rotation (E)	16	17	15	16	15	13	14	19	16
6. Job Content (PA)	12.5	5	22	19	7	16	12	11	12
7. Specific Allowances (F)	12.5	15	9	12	13	12	16	6	20
8. Career Planning (PA)	11	12	8	11	11	8	10	14	8
9. Flexibility in Post Assignments (PA)	9.5	8	12	12	7	10	8	10	12
10. Attitude/Ability of Colleagues (PA)	9.5	9	10	10	9	11	11	8	4
11. Accommodation (E)	9	12	4	4	13	3	11	9	4
12. Appraisals (PA)	8	5	11	10	5	6	5	12	4
13. Management in Foreign Service (M/A)	8	7	8	8	7	8	5	11	8
14. Career Development (Training) (PA)	5	4	5	4	5	6	5	12	4
15. Post Index	4.5	6	2	2	5	5	5	2.5	4

1. Non Diplomatic/Diplomatic Status

The existence of two categories of employees overseas, diplomats and others, gives rise to complaints about discrimination, different and preferential treatment of one group, snobbishness, artificial class barriers and unfair division of benefits and allowance. 37% of the support staff find the distinctions made between diplomats and non-diplomats a source of dissatisfaction. This sentiment cuts across all groups, but the group with 4-10 years of service and the group with 11-20 years experience point up the injustice with the most frequency. The lower percentage for the newer support staff may be explained by their unfamiliarity with and inexperience in the foreign service. The employees with over 20 years of service may be used to the traditional setup in the foreign service and thus be less apt to criticize than their younger colleagues. Nevertheless, this issue clearly asserts itself as a source of discontent for support staff.

2. Lack of Promotions

The lack of opportunities for promotions causes 34% of the support staff to complain. The female SCY's rate this issue as their number one grievance as 37% of them mention it. The high percentage gives testimony to the frustration of SCY's, who, having progressed, find their careers with no place to go after a certain level, or who, despite their qualities, find the places for promotion very limited. On the basis of length of service, the more experienced an employee, the more he/she notes the problem of promotions. 64% of employees over 20 years of service mention the issue, compared to the 36% of the 11-20 year group and the 23% for the new entrants. These figures seem to indicate a certain frustration with a classification system which leaves an experienced employee no place to go after he/she has obtained a certain level.

3. Total Remuneration; Allowances

The lack of financial incentives is a source of discontent for 17.5% of the support staff. By far, it is the newest support staff who mention the problem the most often (29% of them list it), perhaps because they find the starting salary inadequate. Many SCY's often write about their sacrifice of a higher salary to join the foreign service. Complaints drop with experience. On another financial matter, 12.5% of the support staff are dissatisfied with specific allowances. Unlike the remarks on "total remuneration", displeasure with the allowances is more marked on the part of male support staff (15% list this category compared to 9% of the female support). While single, younger support staff focus more on salary, it appears that the older, married support staff see the need for more allowances.

4. Attitudes of HQ Management/Administration; Management of Foreign Service

Support staff only draw attention to two criticisms of the management and administration of the foreign service among their top fifteen sources of discontent. 17.5% of the support staff are displeased with the attitude of HQ management and administration and 8% find fault with the management abilities of senior managers. Although support staff with 11-20 years experience tend to be more disgruntled than the other groups are, all support groups register more or less the same rates of discontent, indicating a common perception of management among support staff.

5. Cultural Adaptation/Rotation

The continuous career movement and upheaval, causing a sense of rootlessness, separation and isolation from friends and relatives, problems in adapting to new cultures and problems with transferring one's belongings are sources of discontent for 16% of all support staff, a percentage common to all groups. More experienced support staff, those with 11-20 years of service, however, do have a tendency to bring up this issue more often than the new support staff (19% of them draw attention to the problem compared to 13% of the new support group), probably because the older staff have to cope with adjustment problems for family and spouse.

6. Job Content

Job content is mentioned as a problem by 12.5% of all support staff, but more importantly it is a major source of discontent for SCY's. 22% of female support staff, the vast majority of whom are SCY's, complain about the "dull, uninteresting, boring repetitive work". As one SCY notes "the successful External Affairs' secretary must empty herself of initiative, of will and especially of independence. She must also put "blinkers" on her mind. She must be obedient and docile. In other words, she must become a robot programmed by management". All age groups express the same sentiment, indicating that displeasure with the work may be widespread for the entire occupational group.

7. Career Planning; Flexibility in Post Assignments; Appraisals;
Career Development (Training)

Discontent in these four areas form part of the support staff's indictment of personnel administration, as eight of the top sources of dissatisfaction arise from career problems and personnel practices. 11% of support staff are not pleased with career planning and give examples of the

absence of career plans, inadequate career counselling, the ad hoc approach to assignments and poor personnel management. 9.5% find fault with the process of assigning postings. As one person writes, "Third parties make decisions concerning me and my work without prior consultation with me and with complete disregard for my preferences". 8% criticize the appraisal system, with its lack of uniformity in the application of standards and the favouritism in the choice of promotions. Finally, 4% deplore the lack of opportunities to advance one's career through training programmes, competitions or interchange with the domestic civil service.

In three categories, female support staff, whether single or married, and single male support staff complain more than their male married colleagues. 13% of single male support and 11% of female support staff draw attention to "appraisals" compared to 5.5% of the male married staff; 10.5% of single male support and 12% of female support staff criticize "posting assignments" compared to 7.5% of the male married staff; and for "career development", the percentage for female support staff is higher than for males. As for the category "career planning", the percentages for FS groups based on sex and marital status are equal. The figures for the four categories would appear to reveal a slightly greater preoccupation with career issues on the part of SCY's and single male support compared to married male support staff.

On the basis of length of service, the group with 11-20 years of service gives more priority to these career issues, its response rate almost double that of other groups for "career planning", "appraisals" and "career development opportunities". It would appear that as support staff approach the top of their classification, problems with future career progression become more acute.

8. Attitudes/Abilities of Colleagues

9.5% of the support staff find fault with the attitudes and abilities of colleagues, a percentage common to all groups. Much of this criticism is directed at the attitudes of foreign service officers. One employee writes of his "loathing for a system that takes the cream of our university graduates, clones an officer, pumps him full of self-importance, drains his sensitivity, sends him to a post where a philosophy is born: As many asses as I kiss today, I'll kick tomorrow" - another Head of Post". Since nearly 10% of all support group raise this issue, the attitudes of foreign service officers may be a large source of low morale for support staff.

9. Accommodation

Accommodation comes up in 9% of the support staff's Tear Sheets, but it is a larger preoccupation for married support staff (12.5% mention it). No doubt the requirements of a family, coupled with the diplomat's advantageous position with regard to crown-owned accommodation, make this matter particularly sensitive to married support staff.

10. Post Index

4.5% of support staff criticize either the methodology of the Post Index or its inadequacies for a certain posting. It is a larger concern for married support staff (6% mention it) than for single support staff (2% talk about it).

11. Other Sources of Dissatisfaction

None of the remaining 22 sources of dissatisfaction is mentioned by more than 4% of support staff. The percentages for these sources of dissatisfaction are as follows: security (2%), family (2.5%), spouse (2%), health (2.5%), recreation (1.5%), lost investment opportunities (2%), training (3%), recruitment (0.5%), length of postings (1%), HQ/Post decision-making (1%), administration of foreign service (2%), lack of communication/consultation (2%), human resources (4%), inadequate budget (1%), and post administration (4%).

PART III: RECOMMENDATIONS

An analysis of the Tear Sheet identifies 58 categories of recommendations falling under five headings: Environment, Financial Compensation, Personnel Administration, Management/Administration, and Role and Function of Foreign Service.

TABLE 6 RECOMMENDATIONS

I. Environment	1. Better Briefings, 2. Compensation for Spouse, 3. Employment of Spouses at Post, 4. Employment Opportunities for Spouses Abroad, 5. Employment Opportunities for Spouses at Home, 6. Separation Allowance, 7. Policy on Spouse, 8. Security, 9. Health, 10. Recreation, 11. Housing, 12. Education, 13. Mail/Communication, 14. Other
II. Compensation	1. Shelter Costs, 2. Travel Allowances, 3. Specific Allowances, 4. Hardship Allowances, 5. Post Index, 6. Overall Allowance for Foreign Service, 7. Salary, 8. Lump Sum Payments, 9. Simplification of FSD, 10. Elimination of Comparability Principle.
III. Personnel/Administration	1. Career Planning, 2. Promotions, 3. Appraisals, 4. FSE Concept, 5. F.S. Support Classification, 6. Parallel Career Streams, 7. More Grades in FS Classification, 8. More Movement In and Out of Domestic Civil Service, 9. Equal Opportunity and Treatment in and between Department, 10. Training, 11. Language Training, 12. Flexibility in Rotationality and Postings, 14. Diplomatic/Non-Diplomatic Status, 15. Fire Incompetent Employees, 16. More Time in Canada/Shelter Postings, 17. Other
IV. Management/Administration	1. Sympathetic, Responsive Management Administration, 2. Professional Management, 3. Simplification of Administration, 4. Better Management Skills, 5. More Responsibility for Posts,





6. Increase Budget, 7. More Human Resources, 8. Communication/Consultation, 9. Ombudsman, 10. Foreign Service Act, 11. Consolidation, 12. No Consolidation, 13. Specialization of Functions, 14. Policies on Women and Singles, 15. Other

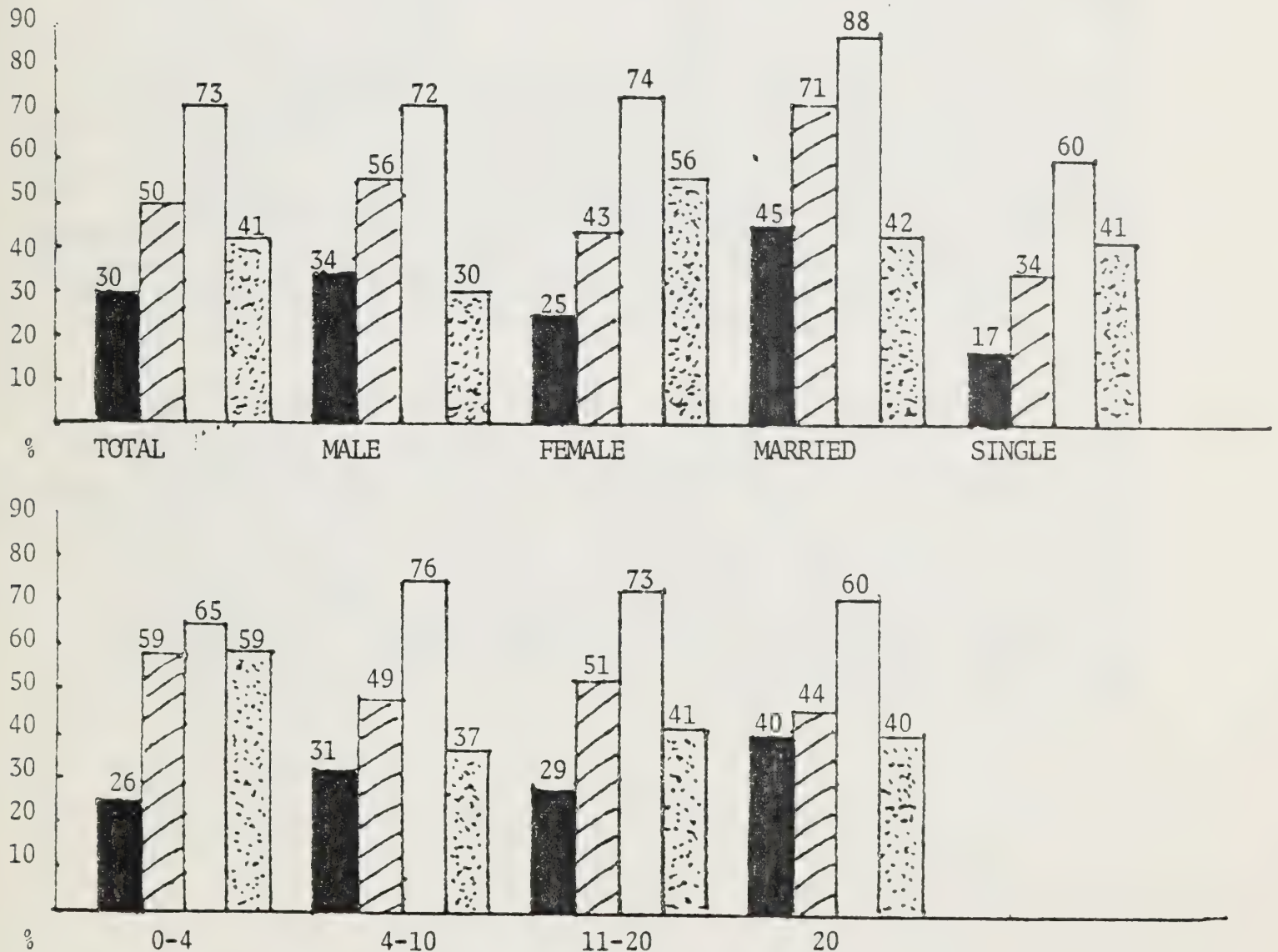
V. Role and Function of Foreign Service

1. Role and Function of Foreign Service

A. GENERAL OVERVIEW

The 446 respondents identify 1205 recommendations falling under five headings. The following tables shows the percentages of respondents who mention recommendations under each of the headings.

FIGURE. 3 COMMENTS BY HEADING. RECOMMENDATIONS (Legend:  Environment;  Financial Compensation  Personnel Administration  Management/Administration)



The charts reveal that 73% of support staff make recommendations for Personnel Administration, 50% call for more Financial Compensation, 41% recommend changes in Management/Administration and 30% suggest improvements to the conditions of the Environment. The big difference between these percentages and the percentages for the sources of discontent is that support staff place a great deal more emphasis on Financial Compensation in their recommendations.

A breakdown of the percentages on the basis on sex reveals a considerable difference in the priorities of the male and female support staff. Female support staff make fewer recommendations in Environment and Financial Compensation compared to their male colleagues. (25% of females mention the former and 43% raise the latter whereas 34% of males talk about Environment and 56% want more Financial Compensation), but the women make more recommendations on Management/Administration (56% versus 30% for the males).

Marital status also reveals interesting differences in perceptions. Married support staff make a great deal more recommendations on issues of Personnel Administration (88% offer suggestions) and on matters of Financial Compensation (71% mention it), while single support staff are much more restrained (60% mention Personnel Administration and 34% talk about Financial Compensation). Indeed, single support staff attach more importance to Management/Administration matters than to Financial Compensation. Recommendations on the Environment feature much more prominently on the Tear Sheets of married support staff (45%) than on the Tear Sheets of single support staff (17%). There is no difference in percentages on Management/Administration issues.

On the basis of length of service, the newest group of support staff put an almost equal emphasis on recommendations for Personnel Administration (65% mention it), Management/Administration (59%) and Financial Compensation (59%) and neglect proposals on the Environment (26% make suggestions). For the groups of 4-10 years of service and 11-20 years of service, their priorities for reform are very similar. They give priority to reforms on Management/Administration (about 70% make suggestions), then Financial Compensation (around 50% offer proposals), then Management/Administration (40% recommend changes) and finally Environment (29%). For support staff who have more than 20 years of service, their numbers are insufficient to make any reasonable conclusions.

B. RECOMMENDATIONS

The following table presents the fifteen most frequently mentioned recommendations. The numbers represent the percentage of respondents who mention each recommendation and the letters in brackets indicate under which heading each category falls.

TABLE 7 MAJOR RECOMMENDATIONS(% of respondents)

Category	Total	Male	Female	Single	Married	< 4	4-10	11-20	20 >
1. Diplomatic/Non Diplomatic Status (PA)	34	44	22	28	39	29	36	36	24
2. Overall Allowance (F)	21	27	14	13	28	21	22	21	24
3. Career Planning (PA)	13	12	15	15	12	10	12	17	12
4. Career Development (Training)(PA)	12	9	17	9	13	15	13	9	20
5. Sympathetic, Responsive Management (M/A)	12	9	17	14	11	6	16	10	8
6. Specific Allowances (FC)	12	13	10	13	11	13	11	11	20
7. Salary (FC)	11	10	13	13	10	21	11	8	12
8. Travel Allowances (FC)	11	14	8	7	15	11	8	17	8
9. Flexibility in Posting Assignments (PA)	9	11	7	7	11	8	6	12	20
10. Appraisals (PA)	9	5	13	10	6	10	8	7	8
11. Promotions (PA)	8	4	13	10	6	10	8	7	8
12. Parallel Career Streams (PA)	8	3	15	12	4	11	5	9	16
13. Housing (E)	7	7	8	9	6	6	5	10	16
14. Post Index (FC)	7	9	4	4	10	10	7	6	12
15. Foreign Service Act (M/A)	6	4	10	8	5	0	8	9	12

1. Diplomatic/Non Diplomatic Status

The elimination of the distinction between diplomatic and non-diplomatic staff represents the number one recommendation for support staff. 34% of all support staff put forward this suggestion. The suppression of this distinction will "remove the social and status consciousness of individuals", "give all staff equal rights and privileges" and "do away with the second class citizen which is strongly felt on most posts".

44% of single male support staff and 45% of married male support favour the one type of passport abroad, but only 24% of single female SCY's and 12% of married female SCY's make the same recommendation. Nevertheless it is the number one recommendation for SCYs as well.

On the basis of experience, the support groups with 4-10 years of service and with 11-20 years of service recommend more strongly the adoption of a single passport than do their colleagues.

2. Overall Allowances; Specific Allowances; Travel Allowances

Four of the top eight recommendations focus on more generous financial arrangements. Greater incentives to serve overseas, more frequent revisions of the structure of the FSD's, better Foreign Service Premiums and a better allowance structure are some of the recommendations made by 21% of the support staff under the category, "overall allowances". Another 12% recommend improvements to "specific allowances", such as removal expenses, posting loans or hospitality allowances; 11% encourage an increase in the basic "salary"; and 11% propose more generous "Home Leave and travel allowances".

Except for proposals urging an increase in salary, all financial recommendations are mentioned more often by male support staff. Twice as many male support staff call for better "travel allowances" and an improved "overall allowance structure" than do their female colleagues. Married male support staff also tend to be more vocal than single male support staff, except in the proposals for "better salaries". Why single employees prefer better salaries while married employees call for better allowances is not entirely apparent. The allowance structure may be more essential to the well-being of families abroad whereas single employees prefer a better salary as a guaranteed means of remuneration.

Percentages for the recommendations on "overall allowances" and "specific allowances" are similar for all age groups. However, the new recruits show a marked preference for "more salary" compared to their elder colleagues (21% of the support staff with less than 4 years of service want a better salary whereas about 10% of the other age groups put forth the idea). As for "travel allowances", the group with 11-20 years experience put more emphasis on the subject than do their colleagues (17% versus about 10% for the other groups). Perhaps being absent for so long from Canada, this group sees the need for more Home Leave.

3. Sympathetic, Responsive Management

12% of the support staff would like to see improvements in the attitude of senior management and HQ administration. The replacement of the adversarial attitude by a greater sensitivity to human concerns and more flexibility and common sense instead of rigidity and obstinacy would go a long way to alleviating the distrust of HQ management and administration.

Female support staff make recommendations on the subject twice as often as do their male colleagues, and the group with 4-10 years experience put more emphasis on this area than do the other groups.

4. Career Planning; Career Development (Training)

Better career planning through the institution of a real career plan, a coherent approach to career policy, or the establishment of a more professional, specialized Personnel Division is a suggestion running through 13% of the Tear Sheets for support staff. Closely related to this demand, the call for "more opportunities for career development" through training, competitions and interchange with domestic civil service appears in 12% of the Tear Sheets.

Female SCY's propose these recommendations more frequently than do their male colleagues, a fact which no doubt reflects the SCY's frustration with a career structure that offers limited opportunities.

Strangely enough, the support staff with 11-20 years of service mention most often the need for more "career planning" but have the lowest percentage of respondents calling for more "opportunities for career development." In the latter case, it is especially the new support staff who take up the clarion call of reform. It would appear that the older generation, having experienced "career planning", does not consider it entirely adequate and makes the recommendation to improve it while the younger generation, blissfully ignorant of what lies in store, contents itself with demands for more training and career opportunities.

5. Flexibility in Posting Assignments

Postings should reflect the talents, aspirations and interests of individuals and the system must be more flexible and less rigid, or at least that is what 9% of the support staff recommend. Married male support and single male support staff are more insistent on this point than their female colleagues, perhaps indicating greater flexibility on the part of women or greater fear on the part of males of ending up in Upper Volta. Of the age groups, the 11-20's years of service dust off this suggestion more often, no doubt a reflection of their worries about adjustment problems for their families.

6. Appraisals; Promotions; Parallel Career Streams

Three of the seven recommendations of Personnel Administration in the top fifteen touch on opportunities for promotion and the functioning of the system of promotions. 9% of the respondents put forward suggestions for modifying the system on which promotions are based, some employees calling for the abandonment of the merit system, others wanting more recognition given to seniority and/or service overseas. Many SCYs would like an end to the present appraisal system for rotational secretaries which "seems to rely heavily on the writing talents of the appraiser". 8% of support employees recommend simply the opportunity for more promotions. Another 8% go a step further by suggesting a "system of parallel career streams" which would allow persons in one classification to advance to another, such as a SCY progressing to a FSO.

Female support staff put a great deal of emphasis on these three recommendations, and the percentage of respondents making the suggestions in the Tear Sheets is at least three times greater than the percentage for men (13% versus 5% for "appraisals"; 13% versus 4% for "promotions"; and 15% versus 3% for "parallel career streams"). While all age groups take an interest in these issues, the new recruits are slightly more vocal in their support of the recommendations.

The figures do indicate, however, that the issues of promotions and promotion systems are subjects of acute concern for SCYs.

7. Housing

7% of the respondents make the recommendations on accommodation, calling for improvements in furnishings, maintenance and quality of housing and/or the need for more crown-owned accommodation. Older and more experienced support staff with more than 11 years of service put a greater priority on this issue than do their younger colleagues.

8. Post Index

7% of the respondents propose the reform of the present post index system. Changes in the methodology and more frequent adjustments in the index are among some of the recommendations. Male employees put forward these suggestions twice as often as their female colleagues do.

9. Foreign Service Act

6% of the respondents call for a separate foreign service act which would regulate the conditions of work of overseas employees. The idea has more appeal to employees as they put in more years of service.

10. Better Management Skills

7% of the respondents would like to see better management in the foreign service through improved management techniques and training. As one employee puts it, "Many of the conflicts and morale problems at posts are a direct result of mismanagement by HOP. They require management training". Female support staff list this recommendation slightly more often than do their male colleagues.

11. Hardship Allowance

6% of support staff suggest a system of more incentive for service at hardship posts, a percentage which is common to all ages and sexes.

12. Other

The other recommendations do not receive significant mention on the Tear Sheets. They are: better briefings (2.5%), compensation for spouse (1.5%); employment of spouse at post (3%), jobs abroad for spouse (1.5%), job help in Canada for spouses (0.5%), a policy on spouses (1%), security (1%), health (1.5%), recreation (4%), improved mail/communications (2%), education (0.5%), elimination of shelter costs (2%), F.S.E. concept (3.5%), a separate classification for foreign service support (2.5%), more grades (1%), language training (3%) recruitment (3%), firing of incompetent employees (1.5%) and more time in Ottawa (5.5%).

QUESTIONNAIRE TEARSHEET ANALYSES - SPOUSES

INTRODUCTION

Categories and Terms

This report studies the responses on the Tear Sheets of questionnaires received from spouses of Foreign Service employees. For the purpose of analysis, the respondents are grouped in three categories: spouses of EA, ITC, and CEIC officers; spouses of administrative and support staff; and the total of the preceding two categories. Within these categories, a further division is made. The respondents are placed in four age groups: 20-29 years, 30-39, 40-49, 50 or more. For the purpose of clarity, the report refers to the spouses of EA, ITC, and CEIC officers as "programme spouses"; their counterparts in the administrative and support category are called "staff spouses".

Respondents

The table below lists the number of spouses who responded to the questionnaire (survey) and the number of spouses of Foreign Service employees as of May 1, 1981 (actual). The percentages in the brackets placed beside the tallies for the two employment categories are proportions of each total.

Table 1

	SURVEY	ACTUAL
Programme	469 (75%)	907 (60%)
Staff	157 (25%)	604 (40%)
Total	626	1511

It is evident that the relative weights of the employment categories are disproportionate. Programme spouses make up 75% of the survey total; they account for 60% of the actual total. This proportional difference arises from the participation of each employment category in the survey. Only 26% (157 of 604) of the staff spouses returned a questionnaire; the rate of participation for programme spouses is twice as great (469 of 907 - 52%). The total participation rate is 41.5% (626 of 1511).

Any difference in the survey and actual numbers must be considered when looking at the statistics. The programme spouses are over-represented; the staff spouses, under-represented. The report draws attention to those areas where these proportional differences distort the aggregate profile.

The respondents are also grouped by their ages. The table below lists:

- a. the number of respondents in each group
- b. the proportion of each age group in the totals of the (three) categories. (A breakdown of this type for the actual numbers of spouses is not available.)

Table 2

(N.B.: The figures separated by the oblique:
number of respondents/% of respondents)

	PROGRAMME	STAFF	TOTAL
	No./%	No./%	No./%
20-29	54 / 11.5	22 / 14	76 / 12.5
30-39	243 / 52	59 / 37.5	302 / 48
40-49	112 / 24	46 / 29.5	158 / 25
50+	60 / 13	30 / 19	90 / 14.5

The figures suggest that in the survey sample, spouses in their thirties have the floor. To prevent them from completely monopolizing it, any significant differences of opinion among the age groups are brought to attention and discussed.

A. SATISFACTION

The first question on the Tear Sheet asks "What 3 things have you most enjoyed in your Foreign Service career? The 626 respondents give 1753 answers, which are classed as follows:

- | | | |
|-----|-------------------------|---|
| I | SOCIO-CULTURAL BENEFITS | 1. Travel |
| | | 2. Meeting New People |
| | | 3. Culture/Language |
| | | 4. Living/Working Abroad |
| | | 5. Family/Education |
| | | 6. Other |
| II | FINANCIAL BENEFITS | 1. Money/Allowances/Perquisites |
| III | ROLE SATISFACTION | 1. Sense of Service/Accomplishment |
| | | 2. Complementing Spouse/Helping Spouse's Career |

A.

SOURCES OF SATISFACTION

Of the three general headings, the Socio-Cultural section is the undisputed leader in frequency of mention by respondents. 5% of the 1753 responses deal with Role Satisfaction, 4% with Financial Benefits.

In the table below the nine constituent parts of the three headings are ranked in order of mention by total respondents. The figures represent the percentage of respondents citing these specific sources of satisfaction. It should be noted that the figures in the age columns are based on the total number of respondents in each age group. Any significant difference in ranking or percentage either between employment categories or among age groups, is mentioned in the brief comments on each source of satisfaction

TABLE 3

(% of Respondents)

	TOTAL	PROGRAMME	STAFF	20-29	30-39	40-49	50+
Travel	69.5	66.5	79.5	67	67.5	73	73.5
Meeting New People	63	60.5	70	58	62.5	62	69
Culture/Language	60	61.5	56.5	55.5	59.5	65	59
Other	26.5	28.5	21	23.5	28	29	20
Living/Working Abroad	22	25.5	11.5	13	26	20.5	18
Family/Education	13.5	13.5	12.5	5.5	14.5	14.5	14.5
Money/Perks/ Allowances	11.5	11.5	12	21	11	11.5	6.5
Sense of Service Accomplishment	9	10	5.5	9	7	7.5	18
Complement Sp./ Helping Spouse's Career	5	6	2	2.5	3	5	13.5

A. I. SOCIO-CULTURAL BENEFITS

1. Travel

Travelling to new places and vacationing in exotic locales are the most frequently cited sources of satisfaction. 69.5% of all respondents mention travel opportunities on the Tear Sheets.

Staff spouses give this reason more often - proportionally - than their programme counterparts. 79.5% of the former mention it, 66.5% of the latter. The largest percentage to be found in any class of respondents is in the 40-49 year-old category of staff spouses. 85% of this group mention travel, the closest to unanimity of response found on the Tear Sheets.

2. Meeting New People

For total respondents, meeting people of many nationalities and races ranks second as a source of satisfaction (63%). 70% of the staff category mention this aspect of Foreign Service life; for programme spouses, the proportion is 60.5%.

Age plays a role in the frequency with which this response appears. The younger the spouse, the less likely is the mention of meeting new people. For total respondents, there is a difference of eleven percentage points between the twenties and over-fifty age categories (58% vs. 69%); for the youngest and eldest staff spouses there is a twenty-two point spread (54.5% vs. 76.5%). Several explanations can be advanced for these differences: (1) Older spouses whose partners hold senior positions have the opportunity to meet a greater number and variety of people (dignitaries, artists, businessmen, etc.) than their younger, more junior, counterparts (2) With experience comes greater ease in social situations (3) The interests of younger spouses lie outside their role as unofficial representatives of Canada.

3. Culture/Language

60% of all respondents mention exposure to local and international culture as a source of satisfaction. This is a broad grouping, one which includes comments on being introduced to local customs, learning other languages, and being made aware of many types of artistic pursuits. 61.5% of the programme spouses mention 'Culture/Language'; a marginally higher rate than that of 'Meeting New People'. 56.5% of staff spouses note cultural benefits.

A. I. 3. Cont'd

For both employment categories, the age group which counts the greatest number of culture vultures is the 40-49 classification: programme - 64.5%; staff - 67.5%.

4. Living/Working Abroad

In contrast to the top source of satisfaction (Travel), this group consists of references to the benefits derived from living in foreign countries rather than breezing through them as a tourist and comments on the attraction of working, either as a volunteer or paid employee, in unfamiliar surroundings. Programme spouses call attention to Living/Working Abroad far more often than staff spouses. 11.5% of the latter mention it; over twice that proportion - 25.5% - of the former give it as a satisfaction source. For staff spouses, it ranks seventh, slightly behind the Family/Education and Financial groupings. However, the staff preferences are overpowered in the overall ranking, as programme spouses in their thirties - 39% of all respondents - mention Living/Working Abroad the most frequently of all job-age groups (30%).

5. Family/Education

This grouping includes comments on the satisfaction gained in watching one's children develop open minds, choosing schools for one's children, taking courses at foreign universities, and seeing the family grow closer as a result of life abroad. 13.5% of all respondents mention this source of satisfaction. The rates for the age groups are uniform except in the 20-29 category. There, only 5.5% of the respondents mention Family/Education, an indication that spouses in their twenties are the least likely to have school-age children.

6. Other

This category is a miscellany,, a collection both of generalities and of singularly personal sources of satisfactions. References to lifestyle, self-improvement, self-actualization, challenge, and freedom are included in this group. Examples of the specific personal responses give an idea of their diversity: enhanced Canadian identity, frequent changes of scene, improved tale-telling ability, escape from the snow, weird experiences, and escape from the family. 20%-30% of total respondents in all age groups mention 'Other' socio-cultural benefits.

A. II. FINANCIAL BENEFITS

1. Money/Allowances/Perks/Status

Unlike the preceding six response groups, this satisfaction source does not arise from the environment in which the spouse lives. Rather, it is comprised of direct rewards of a Foreign Service position: remuneration, allowances, perquisites, and, at some postings, prestige.

11.5% of all respondents mention these direct rewards; the younger spouses more than their elders. For spouses in their twenties, the rate of response is 21%. This satisfaction rate sinks considerably in the intermediate age groups and then touches bottom in the 50+ group - 6.5%. It can be seen on Table 3 that money matters rank a distant ninth in importance for spouses over 50.

III. ROLE SATISFACTION

1. Sense of Service/Accomplishment

This group consists of remarks on the enjoyment obtained from representing and promoting Canada abroad and helping in projects which foster development and international goodwill. 9% of all spouses give responses that can be included in this area. The 18% rate of response for the over-50 category is at least twice that of any other age group. A possible explanation for this high rate in the oldest group comes from seniority: Spouses of employees in senior positions (e.g. HOPs' spouses) have more responsibilities and more resources at their disposal than have spouses of middle- and junior-level employees. Thus, their opportunity to initiate or manage projects is greater.

2. Complementing Spouse/Helping Spouse's Career

This group is comprised of comments on helping the spouse (employee) get ahead in the Foreign Service and sharing a career between husband and wife (one working in an official capacity; the other, unofficially). This response makes a clear distinction between age groups. The older a spouse, the more often this response appears. An 'arc' of satisfaction rates can be seen on Table 1, and in the figures for programme spouses: 20-29; 3.5%; 30-39, 3.5%; 40-49, 6.5%; 50+ , 18.5%. This rise can be interpreted as indications of the elder spouses' interesting 'job content' and of different attitudes in the younger generation of women. This last explanation for this 'arc' should be kept in mind when studying the figures for Dissatisfaction and Recommendations, especially those responses which deal with career and compensation for spouses.

B. DISSATISFACTION

Question 2 asks "What 3 things have been most dissatisfying in your foreign service career?" The 626 respondents give 1307 answers. The responses fall under the headings listed below.

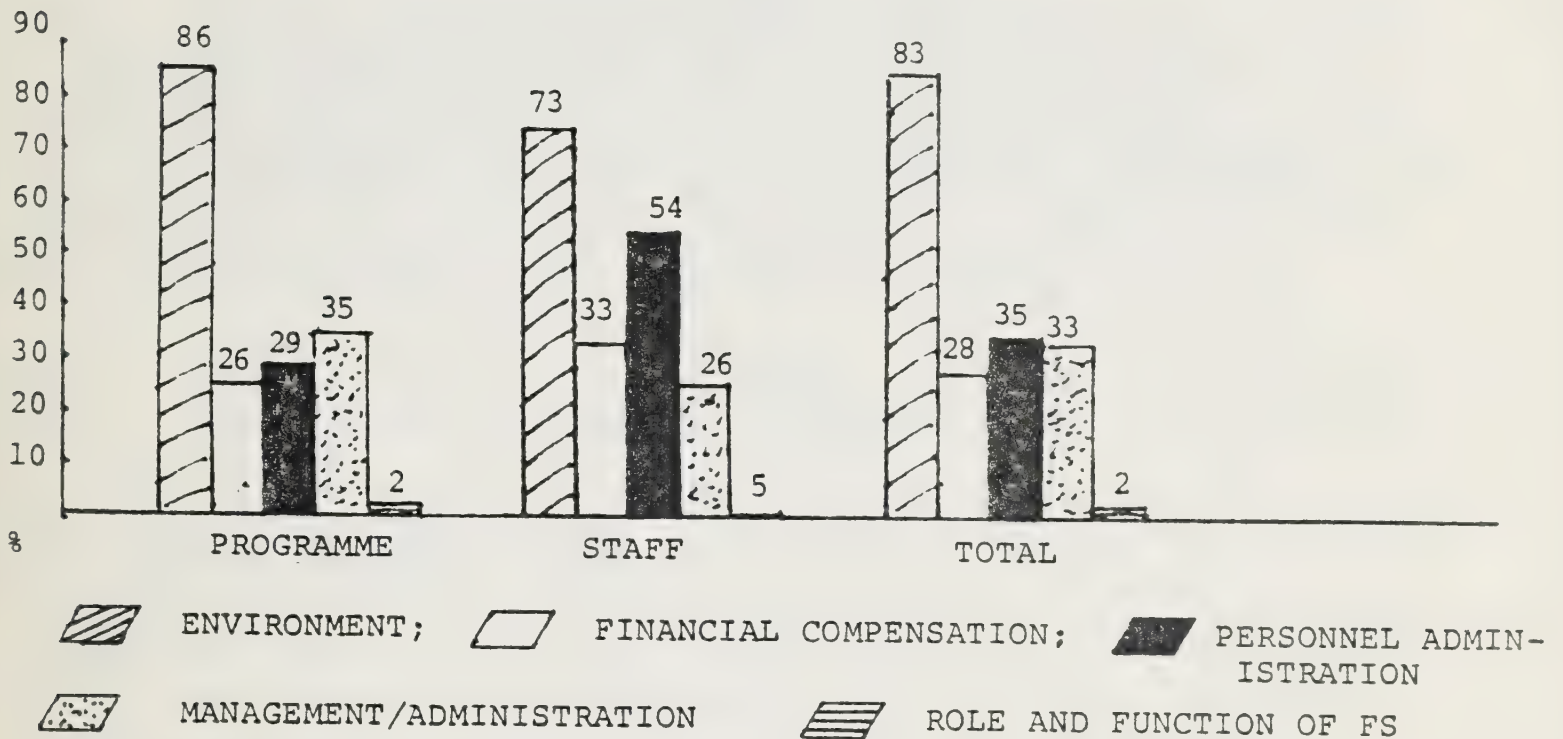
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|-----|--|--|
| I | ENVIRONMENT | <ol style="list-style-type: none">1. Adjustment2. Career Problems3. Accommodation4. Recognition of Spouse's Role5. Family6. Education7. Health8. Security9. Briefings/Language Training10. Recreation11. Other |
| II | COMPENSATION | <ol style="list-style-type: none">1. Allowances2. Remuneration3. Investment Opportunities4. Post Index5. Other |
| III | PERSONNEL ADMINISTRATION | <ol style="list-style-type: none">1. Attitude/Ability of Colleagues2. Diplomatic/Non-Diplomatic Status3. Posting Policy/Practices4. Representational Obligations5. Promotions |
| IV | MANAGEMENT/ADMINISTRATION | <ol style="list-style-type: none">1. Foreign Service Management/Administration2. Post Management/Administration3. Attitude of Headquarters |
| V | ROLE AND FUNCTION OF THE FOREIGN SERVICE | <ol style="list-style-type: none">1. Role and Function of the Foreign Service. |

B.

GENERAL AREAS OF DISSATISFACTION

Responses fall under five broad headings: Environment, Compensation, Personnel Administration, Management/Administration, and Role and Function of the Foreign Service. The chart below illustrates the percentages of respondents who, by way of specific complaints, mention these general areas.

Chart 1



Environment is unrivalled as a source of dissatisfaction for the respondents. This is not surprising - the spouses, not being employees of the Foreign Service, concentrate their criticisms on the conditions in which they live rather than on the conditions in which their partners work.

Staff and programme spouses differ on the emphasis placed on Environment. 73% of the staff respondents mention it; for their programme counterparts, the rate is 85.5%. A partial explanation for this difference can be found in the figures for 'Adjustment' and 'Career', the two major complaints in the Environment section. Staff spouses cite these two dissatisfaction sources far less frequently than programme spouses (see Table 5).

Staff spouses lay a great emphasis on Personnel Administration, a heading which includes their sore spot, 'Diplomatic/Non-Diplomatic Status'. The programme-staff contrast in this area is striking: programme, 29%; staff, 54%. It should be noted that the total rate in Personnel Administration, 35%, attests to the programme group's 75% share of the total number of respondents.

- B. There are minor differences in the figures for Compensation and Management/Administration. Compensation is more worrisome to staff spouses than is Management/Administration. The opposite is true of programme spouses. The proportions, in both broad areas for staff and programme spouses, range from just over one quarter to just over one third of respondents.

The figures for Role and Function of the Foreign Service are negligible.

SOURCES OF DISSATISFACTION

The table below ranks the fifteen most frequently mentioned sources of dissatisfaction on the 626 Tear Sheets. The figures represent the percentages of respondents in the three categories - programme, staff, and total respondents - mentioning these dissatisfactory aspects of Foreign Service life. To make clearer the differences in emphasis between staff and programme spouses, the ranking of each response within the employment categories is given in parenthesis.

Table 4
(% of Respondents)

	TOTAL	PROGRAMME/ (Rank)	STAFF/ (Rank)
1. Adjustment	42	46 (1)	30.5 (1)
2. Career	32	37.5 (2)	16 (6)
3. Accommodation	14.5	11.5 (8)	23.5 (3)
4. Recognition of Spouse's Role	14.5	17.5 (3)	5 (17)
5. Allowances	14.5	12.5 (7)	20.5 (5)
6. Attitudes/Ability of Colleagues	13.5	10.5 (11)	22.5 (4)
7. Family	13.5	15.5 (4)	7 (14)
8. FS Management/Administration	13	14.5 (5)	7.5 (13)
9. Post Management Administration	12.5	13 (6)	11 (8)
10. Attitude of Headquarters	11.5	11.5 (9)	12.5 (7)
11. Education	10.5	11 (10)	10 (10)
12. Dip/Non-Dip Status	10	3.5 (22)	30 (2)
13. Health	9	10 (12)	7 (15)
14. Remuneration	8.5	7.5 (15)	11 (9)
15. Posting Policy/Practices	8	8 (14)	8.5 (12)

- B. For many responses the difference in percentages of programme and staff spouses is large. This is especially true of six: Adjustment, Career, Recognition of Spouse's Role, Accommodation, Attitude/Ability of Colleagues, and Diplomatic/Non-Diplomatic Status. Of these six, the first three responses - all Environment questions - are mentioned by programme spouses more often than by staff spouses. For the last three - two of which are Personnel Administration questions - the reverse holds true.

There are two sources of dissatisfaction ranked in the top fifteen responses of the separate employment categories that are not mentioned often enough by total respondents (i.e. the staff and programme respondents combined) to be included on Table 4. One is a programme complaint (Representational Obligations); the other, a staff complaint (Promotions). Each is discussed in the Personnel Administration section.

I ENVIRONMENT

Table 5 lists the seven major sources of dissatisfaction of the Environment heading. Percentages in the age columns are based on the total number of respondents in each age group.

Those responses, which as a result of infrequent mention are not included on Table 5, are briefly discussed at the end of the Environment section.

Table 5

(% of Respondents)

	TOTAL	PROGRAMME	STAFF	20-29	30-39	40-49	50+
1. Adjustment	42	46	30.5	29	45.5	40	46.5
2. Career	32	37.5	16	39.5	37.5	26	18
3. Accommodation	14.5	11	23.5	8	13	16	24.5
4. Recognition of Spouse's Role	14.5	17.5	5	12	15	15	14.5
5. Family	13.5	15.5	7	4	12.5	17.5	15.5
6. Education	10.5	11	10	9	10.5	13.5	9
7. Health	9	10	7	8	10.5	7.5	9

- B. I. It is interesting to note that the top four in the Environment section are also the top four in the overall listing (Table 4).

1. Adjustment

In this dissatisfaction source are grouped many of the "occupational hazards" of rotational life: feelings of isolation from Canada, family, and friends, inability to put down roots in Canada, alienness of some non-Western postings, difficulties in adjusting to life abroad, and change of living quarters every few years. It is the most frequently given response for both programme (46%) and staff (30.5%) spouses. The group least likely to mention it are respondents in their twenties; spouses over fifty cite adjustment reasons the most often. For the eldest programme spouses the rate of response is unrivalled - 60%. It appears that the wandering life loses its charm as one grows older.

2. Career Problems

The younger a spouse, the more keenly felt is the sense of frustration which arises from having to abandon or forestall the pursuit of a career. 44.5% of the programme 20-29 year-olds remark on career problems, indeed, for spouses in their twenties, this is the number one complaint about Foreign Service life. The frequency of mention decreases as the age of respondent increases (Programme rates: 30-39, 42%; 40-49, 32%; 50+, 23.5%; Staff rates: 20-29, 27.5%; 30-39, 20.5%; 40-49, 11%; 50+, 6.5%). As is noted in Role Satisfaction (Part A of the report), older spouses, much more than their younger counterparts, mention enjoyment in complementing their partners and playing the role of a Foreign Service spouse. Seen in this light, the figures for Career Problems are not surprising. A priority of young spouses is employment and financial independence. Too much, however, can be read into the differences of the percentages -- the response rates for the older age groups are far from negligible.

The difference in response rates for the two employment categories should be noted. Programme spouses, in all age groups, remark on career problems, two to three times more often than do their staff counterparts.

3. Accommodation

This grouping covers all that concerns the living quarters of a Foreign Service employee and family. Remarks on size, location, cost, maintenance, fixtures, taste and practicality

of furnishings, and quality of appliances comprise this dissatisfaction source. Staff spouses complain of accommodation much more often than programme spouses do (23.5% versus 11.5%). The age group which seems the most displeased with housing is made up of the over-fifty spouses. Programme spouses of that age mention accommodation on 15% of their Tear Sheets; in the corresponding staff group, this figure is almost tripled - 43.5%. For staff spouses over fifty, the quality of accommodation is the most frequently voiced of all 25 sources of dissatisfaction.

4. Recognition of Spouse's Role

14.5% of the respondents believe that they are not appreciated by the Government. They see themselves as unpaid, unthanked employees who are thought of as nothing more than a part of their spouses' belongings. Programme spouses mention this "loss of status as an individual" more frequently than staff spouses do. Whereas 5% of the latter express discontent on this point, 17.5% of the former mention it, some more forcefully than others. As one programme spouse describes the problem, "Working for External Affairs is like working for organized crime, except that organized crime treats their widows better".

5. Family

Many spouses worry about the effects of rotational life on their children. Some claim that their sons and daughters are losing their sense of being Canadian; others echo their children's complaints of having to move frequently and lose friends. Problems between husband and wife are included in the grouping, as are general comments on stress placed on family ties by prolonged separations and excessive workloads: 13.5% of all respondents mention family worries arising from Foreign Service life. Spouses in their twenties make the fewest references to family problems.

6. Education

Inconsistency in a child's schooling (private versus public schools), doubts about the quality of education, and reduction of formal educational opportunities for all members of a family abroad form the basis of the responses in this grouping. 10.5% of all respondents mention Education problems. The middle two age groups are the likeliest to express dissatisfaction with educational prospects for themselves and their children: 30-39, 10.5%; 40-49, 13.5%.

B. I. 7. Health

9% of total respondents describe dissatisfactory aspects of Foreign Service life that may be labelled as health problems. Some find that medical facilities at a mission or in the host country are inadequate, others worry about the danger of disease in developing countries. Another group of spouses is simply fed up with National Health and Welfare physicians and examinations, one of the respondents calling NHW's services "laughable".

8. Other, Security, Briefings/Language Training, Recreation

These four groups are the least frequently cited sources of dissatisfaction in the Environment section. Other, like its counterpart in Satisfaction, consists of both the general and the particular. Examples: disapproval of lifestyle, inability to obtain Canadian citizenship, incivility of Canadian customs officers, death of loved ones in Canada and harrassment by local Casanovas. 5.5% of respondents make comments that fall under this rubric.

Dissatisfaction with security measures taken by Canadian and local government authorities and the threat of violence and revolution in some host countries is mentioned by 5% of all respondents.

Inadequate briefings and language training for spouses are sources of dissatisfaction for 4% of all respondents. The youngest group of spouses take exception the most often with the present system of preparing spouses for life in another country and in another language. Programme 20-29, 5.5%, staff 20-29, 13.5%.

The absence or inadequacy of recreational facilities for employees and their families is mentioned by 3% of the respondents.

II. COMPENSATION

Table 6 lists the five Compensation sources of dissatisfaction in order of their frequency of appearance on the 626 Tear Sheets.

Table 6

(% of Respondents)

	TOTAL	PROGRAM	STAFF	20-29	30-39	40-49	50+
1. Allowances	14.5	12.5	20.5	13	11	19.5	18
2. Remuneration	8.5	7.5	11	9	9.5	8	4.5
3. Investment Opportunities	4	5.5	.5	2.5	4	4	6.5
4. Other	4	4.	4	2.5	4	4	3.5
5. Post Index	3.5	3.5	4.5	6.5	3.5	3.5	3.5

B. II. 1. Allowances

By far the biggest source of dissatisfaction under the Compensation heading, the Allowances grouping is cited by 14.5% of all respondents. Staff spouses are more dissatisfied than programme spouses with what they see an inadequate provision for housing, entertaining, travel, and moving. Foremost among the allowances believed insufficient by respondents is the present arrangement for Canada Leave. Staff and programme respondents agree on this point, a contention that is borne out by the figures in Recommendation (Travel Allowances, Table 12).

The respondents least satisfied with the allowances offered by the Foreign Service are spouses in their forties: programme, 18.5%; staff, 19.5%.

2. Remuneration

The figures associated with this group are of two sorts: percentages of respondents and numbers written on a pay-cheque. 8.5% of the respondents express dissatisfaction with their spouses' salaries. As in Allowances, the staff spouses' response rate exceeds that of the programme spouse. Unlike Allowances, it is the younger spouses who seem the least content. Staff spouses in their twenties, as well as those in their thirties, mention remuneration on 13.5% of their Tear Sheets. For programme spouses of these age groups, the rate is considerably lower, but nonetheless, higher than those of their elders: 20-29, 7.5%; 30-39, 8.5%. It seems that the younger spouses dislike the rate of pay; the older spouses, the allowances.

3. Investment Opportunities, Other, Post Index

Lost investment opportunities are mentioned by 5.5% of the programme spouses (only 1 of 157 staff spouses mentions this source of dissatisfaction). Under this heading are grouped regrets over not having a chance to buy a house or build up investment equity and remarks on the difficulties encountered in conducting personal business from outside of Canada.

"Other" Compensation issues are mentioned by 4% of the respondents. This grouping consists of general comments on the loss of money and the cost of living and specific complaints about the cost of relocation (inadequate insurance, unsatisfied claims for damages to personal property, and monetary loss incurred in each move).

3.5% of the respondents specify the Post Index as a villain. Some state that there is too much mystery surrounding the the Index's computation; others find that it is uncharacteristically slow in changing when a benefit to the employee would be the result.

III. PERSONNEL ADMINISTRATION

The table below lists the five sources of dissatisfaction of the Personnel Administration heading in order of their response rates for total respondents.

Table 7

(% of Respondents)

	TOTAL	PROGRAMME	STAFF	20-29	30-39	40-49	50 +
1. Attitude/Ability of Colleagues	13.5	10.5	22.5	18.5	12.5	10.5	8
2. Dip/Non-Dip Status	10	3.5	30	13	7	12	15.5
3. Posting Policy/ Practices	8	8	8.5	6.5	7.5	9	10
4. Representational Obligations	8	9.5	3	9	8.5	4	11
5. Promotions	6	4.5	9.5	8	6	5.5	14.5

III. 1. Attitude/Ability of Colleagues

This group is composed of a wide range of disparaging comments on the actions and motives of Foreign Service employees and spouses. These people stand accused of incompetence, narrow-mindedness, pretentiousness, careerism, pettiness, elitism, bitchiness, mediocrity, dishonesty, ignorance, and -- back-stabbing.

Staff spouses, many of them rankled by what they see as a social caste system in the Foreign Service, mention this source of dissatisfaction on 22.5% of their 157 Tear Sheets. For staff spouses in their forties the rate is the highest of all age or employment categories - 28.5%.

Programme spouses also complain of the company they keep. 16.5% of the spouses in their twenties (programme) voice their disappointment in fellow Canadians abroad. The only programme respondents to approach that plateau of dissatisfaction are the eldest spouses: 15%.

2. Diplomatic/Non-Diplomatic Status

This response is the province of the staff spouses. It ranks second in their sources of dissatisfaction, 0.5 of a percentage point behind Adjustment. 30% of the staff respondents declare themselves dissatisfied with a system that accords privileges and perquisites to some and not to others. Unlike Attitude/Ability, Dip/Non-Dip is concerned with the unfairness in the system rather than in the system's practitioners.

Part of the problem of not having special status that the respondents mention: reliance on others for ordering and importing luxuries and necessities; inability to buy or sell cars; troubles at borders; problems in having grievances redressed; inequitable distribution of housing; needless administrative problems with local authorities; and difficulties in passing Canadian customs. A look at the response rates for the staff spouses gives the lie to the idea of things mellowing with age: 20-29, 27%; 30-39, 29%; 40-49, 28.5%; 50+, 36.5%.

3. Posting Policy/Practices

This grouping consists of responses that touch on the duration of postings, the way in which postings are assigned, and the evils of particular posts. The spouses also complain of their being ignored by post selection management and of the short notice given them of impending transfers.

There is a slight increase in dissatisfaction rates on the basis of age groups. The spouses with the most experience (50+) voice their disapproval of existing practices more often (10%) than any of the other three age-groups. Staff spouses in the over-fifty groups have the highest response rate, 13.5%. Overall, 8% of respondents call attention to the posting process.

4. Representational Obligations

For programme spouses, this source of dissatisfaction ranks thirteenth in importance overall. 9.5% of them mention it; only 3% of the staff category do likewise.

The respondents state that they resent the demands made on their time by representational functions, sometimes echoing sentiments expressed in Recognition of Spouse's Role: Why participate - unthanked and unpaid - in rounds of socializing which are time-consuming and often unnecessary? Programme spouses over fifty mention the weight of representational obligations on 13.5% of their Tear Sheets, a rate slightly higher than those of their younger counterparts.

5. Promotions

The eleventh-ranked source of dissatisfaction for staff spouses, 6% of total respondents complain of limited promotion prospects for their spouses. Programme spouses mention this area on 4.5% of their Tear Sheets - the staff category's response rate is more than two times higher (9.5%).

Many of the dissatisfied spouses lay the blame on the appraisal system; others state that there are few opportunities for career development through such means as training and language courses. Staff spouses in their twenties have a high response rate, 22.5%

IV. MANAGEMENT/ADMINISTRATION

Below are listed the three sources of dissatisfaction of the Management/Administration headings. All three of these sources of dissatisfaction figure in the top fifteen listed on Table 4.

Table 8

(% of Respondents)

	TOTAL	PROGRAMME	STAFF	20-29	30-39	40-49	50
FS Management/Admin	13	14.5	7.5	17	15	12	3.5
Post Management/Admin	12.5	13	11	18.5	11	10.5	14.5
Attitude of Headquarters	11.5	11.5	12.5	17	13	9.5	6.5

It is interesting to note that in all three subjects, the youngest spouses have the highest dissatisfaction rate.

1. Foreign Service Management/Administration

This grouping is broad, consisting of comments of the efficiency of Foreign Service management. Many respondents confine themselves to making general expressions of disapproval, others are more specific. Examples from the latter group: complicated and bothersome self-administration, slow workings of P.O. Box 500, long delays in the shipment of personal effects, and chronic staff shortages.

Programme spouses mention these problems more frequently than staff respondents. The response rate for programme is 14.5%, the youngest spouses of this category leading the attack on management (18.5%). For programme spouses in their thirties the response rate is 17.5%; for those in their forties, 12.5%; and in the 50 group, a complacent 5%.

2. Post Management/Administration

12.5% of all respondents express disappointment in the way posts abroad are run. The spouses state that some post administrations are poorly organized, incapable of providing services (repairs, maintaining accommodation, etc.),

maddeningly obsessed with petty financial claims, and, as a result of these misdirected energies, obtrusive in the day-to-day life of a Foreign Service family abroad. The only time post administration fails to make itself felt, many of the respondents note, is during the period when it is most needed - the arrival of a family at a posting. The welcome and assistance in adjusting offered newly-arrived spouses is considered inadequate by many of the respondents. The youngest and oldest spouses in both employment categories are post administrators' most persistent critics.

3. Attitude of Headquarters

The attitude mentioned in the title given this grouping can be described by one word: insensitive. 11.5% of the respondents resent having decisions which affect their living conditions and their spouses' careers communicated to them in a "cavalier" fashion. They state that the non-rotational staff manning headquarters does not understand the problems of living abroad and that Ottawa views the requests of its employees overseas with a feeling closer to hostility than indifference. The age group most aware of Ottawa's "adversarial attitude" is made up of the youngest respondents. 16.5% of programme spouses in their twenties mention Attitude of Headquarters; for staff spouses of the same age, the figure is 18%. The response rates decrease as age increases.

IV. ROLE AND FUNCTION OF THE FOREIGN SERVICE

(Note: only 2% of the spouses mention Role and Function of the Foreign Service as a source of dissatisfaction. This is not to say that they are satisfied with it, rather, their interests lie elsewhere.)

C. RECOMMENDATIONS

In response to, "List 3 recommendations to the Royal Commission that you consider would improve conditions in the Foreign Service", the 626 respondents give 1844 suggestions. There are 43 identifiable groupings of recommendations falling under four broad headings.

I ENVIRONMENT

1. Accommodation
2. Employment of Spouse at Post
3. Jobs Abroad for Spouse
4. Jobs for Spouses in Ottawa
5. Compensation for Spouse
6. Policy on Spouse
7. Briefings/Language Training
8. Education
9. Recreation
10. Health
11. Mail/Communication
12. Security
13. Other

II COMPENSATION

1. Posting/Removal Allowances
2. Travel Allowances
3. Shelter Costs
4. Hardship Allowances
5. Post Index
6. More Allowances
7. More Remuneration
8. Lump Sum Payments
9. Simplify FSDs
10. Eliminate Comparability
11. Other Allowances

III PERSONNEL ADMINISTRATION

1. Career Planning
2. Promotions
3. Appraisal System
4. Revamp Classification
5. Career Development
6. Fair Flexible Posting/More Notice
7. Shorter Posting/More Time in Canada
8. Diplomatic/Non-Diplomatic Status
9. Improve Quality of Personnel

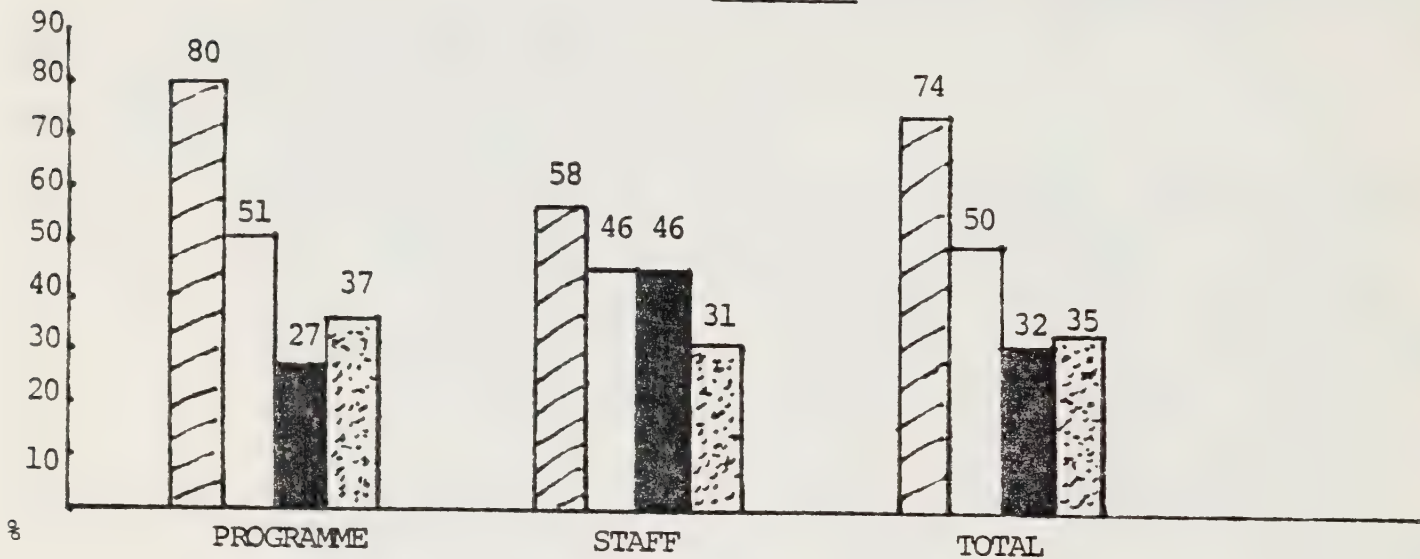
IV MANAGEMENT/ADMINISTRATION

1. Post Administration
2. Foreign Service Management/Admin
3. Sympathetic Headquarters
4. Management Skills
5. More Power to Post
6. Increase Budget
7. More Staff
8. Consolidation
9. Foreign Service Act
10. Other

GENERAL AREAS OF RECOMMENDATIONS

The chart below illustrates the percentage of respondents mentioning the four broad headings of Recommendations: Environment, Compensation, Personnel Administration, Management/Administration.

Chart 2



[Hatched Box] ENVIRONMENT ; [White Box] FINANCIAL COMPENSATION ;
 [Solid Black Box] PERSONNEL ADMINISTRATION ; [Dotted Box] MANAGEMENT/ADMINISTRATION

As it does in the figures for Dissatisfaction (Chart 1), Environment leads the other headings in percentage of respondents. Its lead, however, is not as large on Chart 2. Compensation ranks second, nearly doubling its response rate in programme spouses (26.5% in Dissatisfaction, 51.5% in Recommendations). Staff spouses also boost their rate of mentions from Chart 1 to Chart 2, an indication that more money and greater allowances are viewed by respondents as ways of solving problems in the Environment, Personnel Administration and Management/Administration areas.

The difference in staff and programme rates for Environment is large - 58.5% versus 80%. This difference is, in part, a result of the recommendation rates concerning employment of spouses. Staff respondents seldom recommend the creation of employment opportunities for themselves; programme spouses, 63.5% of whom are under forty years of age, make this their major recommendation.

Personnel Administration is another area where a sizeable difference of emphasis occurs between staff and programme spouses. The latter group mention it the least frequently (27.5%) of the four headings; the former mention it as often as they cite Compensation (46.5%). This high rate of response by staff spouses illustrates the extent to which Diplomatic/Non-Diplomatic Status dominates their responses.

Management/Administration is mentioned more often by programme spouses than by staff spouses (37% vs. 31%). And, as in Chart 1, programme spouses mention Management/Administration more frequently than Personnel Administration.

SPECIFIC RECOMMENDATIONS

The table below ranks the fifteen recommendations most frequently mentioned by the total survey sample. The percentages represent the proportion of total respondents in each category - total, programme, and staff spouses - that offer these recommendations. The figures in parentheses represent the ranking of the responses in the employment categories.

Table 9

(% of Respondents)

	TOTAL	PROGRAMME (rank)	STAFF (rank)
1. Travel Allowances	24	27 (1)	16 (2)
2. Accommodation	15.5	15.5 (7)	16 (3)
3. Employment of Spouse at Post	15.5	19 (2)	5 (18)
4. Policy on Spouse	15.5	17 (4)	10 (9)
5. Compensation for Spouse	15	19 (3)	3 (25)
6. Briefings/Language Training	15	16 (6)	12 (6)
7. Post Administration	14	14.5 (8)	13.5 (5)
8. Jobs Abroad for Spouse	13.5	17 (5)	4 (21)
9. FS Management/Administration	11	11.5 (10)	9 (10)
10. Other Allowances	10.5	10 (12)	11.5 (7)
11. Dip/Non-Dip Status	10	3 (27)	32 (1)
12. More Allowances	10	8.5 (15)	15.5 (4)
13. Education	10	11.5 (11)	5 (19)
14. Jobs for Spouse in Ottawa	9.5	12 (9)	0.5 (38)
15. Sympathetic Headquarters	8.5	9.5 (13)	5.5 (16)

It is at once evident that the responses falling under the Environment heading dominate Table 9. Of the top fifteen, eight are Environment recommendations, Compensation and Management/Administration follow with three apiece, and the one Personnel Administration group in the listing is the sore spot for staff spouses - Dip/Non-Dip Status.

This table is a good reminder of the numerical weight of the two employment categories. Programme spouses make up 75% of the survey sample - their opinions hold sway. Only one of their top fifteen recommendations, More Remuneration, fails to make the overall listing presented above. Staff spouses make six major recommendations that are not included on Table 9: Health; Management Skills, Post Index, Recreation, More Remuneration, and Other (Environment). All of the major recommendations, including those lost in the numbers shuffle, are briefly discussed below.

I. ENVIRONMENT

Table 10 lists the ten major recommendations of the Environment heading. Percentages in the age columns are based on the total number of respondents in each age group.

Table 10

(% of Respondents)

	TOTAL	PROGRAMME	STAFF	20-29	30-39	40-49	50+
1. Accommodation	15.5	15.5	16	13	14	14	25.5
2. Employment of Spouse at Post	15.5	19	5	22.5	15.5	16.5	8
3. Policy on Spouse	15.5	17	10	14.5	16.5	15	12
4. Compensation for Spouse	15	19	3	21	16	12	12
5. Briefings/Language Training	15	16	12	14.5	18	13.5	9
6. Jobs Abroad for Spouse	13.5	17	4	23.5	15.5	10.5	4.5
7. Education	10	11.5	5	5.5	11.5	11.5	8
8. Jobs for Spouses in Ottawa	9.5	12	0.5	12	11	9	2
9. Other	7.5	7.5	7.5	4	7	9.5	9
10. Recreation	6.5	5.5	10	13	4.5	9	4.5

C. I. 1. Accommodation

Recommendations on housing conditions in the Foreign Service are second in number of appearances on the 626 Tear Sheets. Most of the suggestions made by 15.5% of the survey total deal with: purchase of more crown-leased accommodation; better fixtures and appliances, better taste in furniture, larger living quarters, and equitable distribution of available housing. One of every four respondents more than fifty years old proposes a change in Accommodation, almost double the rate of other age groups.

2. Employment of Spouse at Post, Policy on Spouse, Compensation for Spouse, Jobs Abroad for Spouse, Jobs for Spouses in Ottawa

These five groups contain the avalanche of recommendations for improving the lot of a Foreign Service employee's spouse. Taken together, these recommendations account for 23.5% of the 1844 responses given to Question 3 of the Tear Sheet. It is easy to see from the names given three of these five groups of recommendations that employment is presented as one of the best cures for dissatisfaction.

Employment of Spouse at Post, Jobs Abroad for Spouse, and Jobs For Spouses in Ottawa are recommendation groups made up almost entirely of programme-spouse responses. The highest response rate registered by staff spouses in any three of these groups is 5%; the lowest, 0.5%.

Employment of Spouses at Posts is mentioned by 19% of the programme spouses. The respondents state that Canadian missions and Canadian government agencies abroad should take on spouses of Foreign Service employees for clerical, public-relations, family-liaison, administrative and research positions. In this way, they claim, a spouse's boredom and a couple's money worries can be alleviated. Many of the respondents equate reluctance to hire spouses with waste of human resources.

Jobs Abroad For Spouses includes recommendations urging the mission to make known to spouses employment opportunities in the local job market and statements on the need for more reciprocal work agreements between Canada and other countries. It is mentioned by 17% of programme spouses.

The responses that are grouped in Jobs for Spouses in Ottawa are of two types: Management should arrange with the Public Service better Leave Without Pay provisions

for spouses of rotational employees; Headquarters administration should assist in the return of spouses to the Ottawa job market by defraying the cost of retraining courses and by aiding them in finding employment in either the public or the private sector.

As is the case in the Career response of Dissatisfaction, the 'career' part of Recommendations is the territory of youth. The younger a spouse, the likelier is the mention of an employment recommendation. The percentages for the four age groups in the programme category bear out this statement.

Table 11

(Programme Spouses - % of respondents)

	20-29	30-39	40-49	50
Employment of Spouse at Post	29.5	18	19.5	11.5
Jobs Abroad for Spouses	28	19	14.5	5
Jobs for Spouses in Ottawa	16.5	13.5	11.5	3.5

The figures for Compensation for Spouse show a similar "youth bias". Recommendations included in this response grouping: paying a portion of the loss of income incurred in leaving a job behind (i.e. in Canada); paying representational allowances directly to spouses; paying salaries to spouses; relaxing non-resident rules governing Unemployment Insurance benefits and Canada Pension Plan contributions; and improving benefits for widows of employees.

Compared to the preceding four response groups; 'Policy on Spouse' is an anomaly - for two reasons. First, the rate of response of staff spouses is respectable (10%); second, there is no "youth bias" in the figures. The absence of this bias can be explained by examining the components of Policy on Spouse. Although employment of spouse, in the form of several recommendations for letting more spouses join their partners in the FS employee category, forms a small part of this grouping, suggestions that do not jeopardize the spouse's traditional role comprise the majority of recommendations in Policy on Spouse. Three examples: recognition of the spouse's importance, consideration given to the wishes of the spouses in any decision affecting living conditions; and creation of a policy on spouses which would outline what is and is not expected of them.

3. Briefings/Language Training

15% of the respondents want pre-posting briefings for spouses improved and language training for spouses increased. In the programme category, the two age groups that offer these recommendations the most often are the 20-29 (18.5%) and 30-39 (17.5%) classes. For staff spouses, whose overall rate of response is 12%, the 30-39 age group is unrivalled in mentioning these grounds for improvement (18.5%).

4. Education

Mentioned by 10% of total respondents, Education recommendations are expressed more often by programme (11.5%) than staff spouses (5%). In the programme category, the middle two age groups - the spouses most likely to have school-age children - have the highest response rate; 12.5% in both groups.

Foremost among the responses in this grouping is one that urges the payment of full education allowance in Canada, in order that a child may continue his education in the private system he has become accustomed to. Among the occasional recommendations that do not deal with children is the suggestion of the Government's subsidizing post-secondary education for spouses abroad.

5. Other, Recreation, Health, Mail/Communication, Security

'Other', whose response rate is uniform for total, staff and programme categories (7.5%), consists of a variety of the general and the 'unclassifiable'. Three examples; relaxing of Canadian citizenship requirements; educating the public on the conditions of the Foreign Service, and initiating a study of the occurrences of neuroses in Foreign Service children.

Recreation, which is mentioned by 5.5% of the programme and 10% of the staff spouses, covers recommendations on improving recreational facilities and aiding in the payment of membership fees in sports and social clubs. This recommendation source ranks eighth in importance for staff spouses.

The Health grouping includes proposals for improving the quality of medical examinations given by National Health and Welfare doctors, easing requirements for medical evacuation from posts, and expanding medical facilities at missions. These recommendations are given by 5.5% of the programme and 7% of the staff spouses. Mail/Communication deals with diplomatic bag privileges, suggested telephone privileges, and recommendations for improving P.O. Box 500. 5.5% want more and better communication with Canada.

Suggestions on beefing up security measures abroad are received from 2.5% of the respondents.

II. COMPENSATION

The table below lists the four most frequently mentioned recommendation areas of the Compensation heading.

Table 12

(% of Respondents)

	TOTAL	PROGRAMME	STAFF	20-29	30-39	40-49	50+
1. Travel Allowances	24	27	16	13	24	31	22
2. Other (Specific) Allowances	10.5	10	11.5	13	8.5	14	8
3. More Allowances	10	8.5	15.5	12	10	8	13.5
4. More Remuneration	7	6.5	8.5	10.5	9.5	3	2
5. Post Index	5.5	5	6.5	9	5.5	5.5	1

1. Travel Allowances

In view of the major source of dissatisfaction (Adjustment), it is not surprising that requests for more generous travel allowances and more frequent Canada leave make up the number one recommendation (24% response rate). Also included in this grouping are suggestions concerning family reunion.

The age group that seems to feel most strongly about travel allowance consists of 40-49 year-old respondents: Programme, 35%; staff 21.5%. In employment categories programme spouses recommend these allowances more frequently than do their staff counterparts.

2. Other Allowances

This grouping is composed of allowance suggestions not found in the other ten divisions of the Category headings. These recommendations are many and varied: increase allowance for the shipment of pets; low interest loans for purchasing a house in Canada; resettlement allowance on retirement, increased mileage allowance; increased compassionate leave. 10% of programme and 11.5% of staff mention 'Other' Allowances.

3. More Allowances

General, unspecific demands for more generous allowances make up this class of responses. For staff spouses, whose response rate is 15%, this ranks as the fourth most frequently mentioned recommendation.

4. More Remuneration

"Expect the best, pay the best." This comment by a programme spouse is echoed by 7% of total respondents. Spouses in their twenties (10.5%) and thirties (9.5%) suggest a pay hike more often than their elders do, an indication that spouses of employees in junior positions think that their partners' salaries leave something more to be desired.

5. Post Index

5.5% of all respondents feel that the Post Index system should be either revamped or scrapped. As is the case in More Remuneration, it is the 20-29 group, especially in the programme group (11%), that has the highest response rate (total 20-29: 9%).

6. Posting/Removal Allowances, Hardship Allowances, Shelter Costs

The response rates for these recommendation groupings range from 2.5% to 4.5% of total respondents. Only one staff spouse recommended better removal allowances; 6% of programme spouses want "picking up" and "settling in" made easier on their pocket-books. Suggestions on improving hardship allowances are made by 4% of both staff and programme categories. Shelter costs (response rate 2.5%) are mentioned most often by spouses in the intermediate age groups.

7. Simplify FSDs, Eliminate Comparability, Lump-Sum Payments

These three groups - added together - appear 23 times on the Tear Sheets. They are recommendations for simplifying the calculation and administration of allowances.

III. PERSONNEL ADMINISTRATION

Table 13 lists the four sources of recommendation in the Personnel Administration area that are mentioned by more than 4% of total respondents.

Table 13
(% of respondents)

	TOTAL	PROGRAMME	STAFF	20-29	30-39	40-49	50+
1. Diplomatic/Non-Diplomatic Status	10	3	32	16	9.5	7	14.5
2. Fair Flexible Posting/More Notice	8.5	9	5.5	1.5	8	11.5	10
3. Improve Quality of Personnel	5.5	5.5	4	1.5	6.5	4.5	6.5
4. Promotions	4.5	4.5	4	10.5	4.5	2	4.5

1. Diplomatic/Non Diplomatic Status

The number one source of recommendation for the staff category (32% response rate). A breakdown of the staff age groups shows the extremes of the rates: 20-29, 41%; 30-39, 32%; 40-49, 21.5%; 50+, 40%.

Other than the many suggestions of granting every F.S. employee overseas diplomatic status, Dip/Non-Dip includes recommendations urging: elimination of obvious signs of rank (e.g. licence plates); diplomatic status for everyone at a hardship mission; import privileges for staff, "car-dealing" privileges for all; perquisite-sharing among all employees; a more egalitarian approach to all aspects of Foreign Service life, and elimination of diplomatic immunity (to be fair, only one person made this last recommendation).

2. Fair Flexible Posting/More Notice, Shorter Postings/More Time in Canada

8.5% of all respondents want posting practices changed. They urge management to pay attention to the wishes of employees and their families in assigning postings; they think that an employee's refusing a posting on the grounds of its unsuitability for his family should not be a blot on his employment record; they believe that the duration of a posting assignment should be flexible; and they think that final approval of a (cross-) posting should be given and announced much sooner than it is at present. Spouses in the 40-49 and 50+ categories - the most experienced - recommend changes in posting practices more often than the younger spouses. Programme response rate exceeds staff response rate.

Only 2% of all respondents declared that they specifically want shorter postings and lengthier stays in Canada.

3. Improve Quality of Personnel

Recommendations of this type are aimed at raising morale and increasing efficiency in the Foreign Service. They include: send the complainers home; fire the incompetents; tell recruits not just the good, but the bad and the ugly aspects of rotational life; inform the spouses of recruits what they are letting themselves in for; stop hiring and encouraging careerists and self-promoters. 5.5% of all respondents put forward recommendations on improving the quality of the personnel.

4. Promotions, Career Development, Appraisal System, Career Planning, Revamp Classification System

These five groups consist of recommendation for the career path of Foreign Service employees. Promotions (more frequent, automatic, based on seniority), the most frequently mentioned of the five, appears on 4.5% of the Tear Sheets and is cited most often by the 20-29 year-olds (13% in the programme 20-29 group). Two categories closely related to Promotions, Appraisal System and Career Development (lateral transfer, training courses) also have the highest percentage of respondents in the 20-29 group.

For the final two recommendations in the Personnel Administration, Career Planning and Revamp Classification (employee categories) the response rates are lower than 2%.

IV. MANAGEMENT/ADMINISTRATION

Of the ten sources of recommendations in Management/Administration, four are mentioned by more than 3% of respondents. The table below lists these four in order of number of total mentions.

Table 14
(% of respondents)

	TOTAL	PROGRAMME	STAFF	20-29	30-39	40-49	50+
1. Post Administration	14	14.5	13.5	10.5	14	16.5	12
2. FS Management/Admin	11	11.5	9	12	11	10.5	11
3. Sympathetic Headquarters	8.5	9.5	5.5	9	10	7	6.5
4. Management Skills	4	3	7	4	3	4.5	7.5

1. Post Administration

Foremost of the recommendations grouped under Post Administration is the creation of a Family Liaison Officer position. Stationed at posts and at headquarters, these officers - a position which could be held by the spouse of an employee - would help a newly-arrived family adjust to life in the country of posting. A recommendation for cutting the inefficiency of some post administrations is the posting of well-trained professional administrators to Canadian missions abroad. Staff spouses add a proviso: these officers, either liaison or administrative, should handle all employees with care.

Spouses in the intermediate age groups give more Post Administration recommendations than either their younger or their older counterparts; the highest response rate being that for staff spouses in their forties, 21.5%.

2. Foreign Service Management/Administration

11% of all respondents recommend changes in the way the Foreign Service is run. The entire self-administration system in moving, they state, should be overhauled. Management should be prompt in replying to requests from employees; it should not tolerate delays in shipment of an employee's personal goods; its rules should be more flexible; and it should consult with its employees before changing the rules of the game (e.g. travel leave FSDs) or starting major new ventures (e.g. consolidation). There is no great difference in the response rates in the age groups.

3. Sympathetic Headquarters

Recommendations in this group consist of general suggestions that Ottawa mend its unfriendly ways and specific proposals for staffing headquarters with rotational employees. The latter change might ensure that problems of life abroad would not be an unknown quantity to the people who interpret directives. 8.5% of all respondents make Sympathetic Headquarters recommendations; the programme spouses (9.5%) more frequently than staff spouses (5.5%).

4. Management Skills

The 13th in number of mentions for staff spouses, Management Skills suggests that Heads of Post be given courses in management and staff employees given jobs which suit their aptitudes - instead of using them as either gofers or underpaid F.S. officers. 7% of staff respondents call for a better use of human resources. The highest response rate in staff and programme categories is found in the 50+ group: programme, 6.5%; staff, 10%.

5. More Power to Post, Increase Budget, More Staff

The first of these specific recommendation groups refer to decentralization of decision-making power from Ottawa to the posts. The other two groups are straightforward requests for more money and manpower at the posts. None of the response rates for these three exceeds 2%.

6. Consolidation, Foreign Service Act, Other

Dealing more with Role and Function of the Foreign Service than the other Management/Administration responses, the response rates for these three categories are negligible. But, for interest's sake: Consolidation - 5 votes for versus 3 votes against; Other - 9 responses of which F.S. Ombudsman, staff-cutting and post-slashing figure more than once; F.S. Act - 3 partisans.

EMPLOYEE TEAR SHEETS - COMPARISONS

This memo gathers together the responses of the three categories of people who replied to the EMPLOYEE TEAR SHEETS and puts the data on several charts. Foreign service officers who work in the Department of External Affairs (DEA), Industry, Trade and Commerce (ITC), and the Commission of Employment and Immigration Canada (CEIC), administrative support staff, and employees of other departments working overseas on assignment are the three categories of respondents.

The first chart presents the responses to Question 1 of the Employee Tear Sheet, the second chart sets out the responses to Question 2 and the third chart gives the responses to Question 3. The numbers in the charts represent the percentage of employees in each category who mentioned the given factors.

The charts allow the reader to compare the responses of the three categories of employees and see the different priorities of each category.

TABLE 1 SATISFACTION IN FOREIGN SERVICE (% of respondents)

<u>Category</u>	<u>Total</u>	<u>FSO</u>	<u>Support</u>	<u>Other</u>
1. Travel	57.5	47	73.5	51.5
2. Meeting New People	42.5	32.5	57	39
3. Culture	42	44	38.5	45
4. Varied/Interesting Job	36.5	46.5	26.5	27
5. Sense of Service/ Accomplishment	26.5	38	11	27.5
6. Living/Working Abroad	22.5	24.5	22.5	15.5
7. Job Challenge/Responsibility	22	30	6.5	32.5
8. Professional/Personal Enrichment	16.5	16	15	5
9. Professionalism of Foreign Service	13	20	6.5	20.5
10. Financial Rewards	6.5	4	10	6.5
11. Family Life	5	4.5	4	10

TABLE 2 DISSATISFACTION IN FOREIGN SERVICE (% of respondents)

<u>Category</u>	<u>Total</u>	<u>FSO</u>	<u>Support</u>	<u>Other</u>
1. Lack of Promotions	24.5	23	34	7
2. Attitude of HQ Management/ Administration	23.5	30	17.5	18.5
3. Cultural Adaptation/Rotation	22	27.5	16	20
4. Total Remuneration	21	24	17.5	20
5. Non-Diplomatic/Diplomatic Status	17	1.5	37	20.5
6. Allowances	13	10.5	12.5	19.5
7. Management of Foreign Service	10	13	8	6.5
8. Attitude/Abilities of Colleagues	10	8.5	9.5	15.5
9. Career Planning	9	7.5	11	8.5
10. Job Content	8	6	12.5	3
11. Administration of Foreign Service	7	11	12.5	7
12. Family	7	10	2.5	7.5
13. Spouse	6.5	9	2	8
14. Accommodation	6.5	4	9	8
15. Appraisals	6.5	7.5	8	1.5
16. Human Resources	6	7	4	9
17. Posting Assignments	6	3.5	9.5	3.5
18. HQ/Post Decision-Making	5.5	9.5	1	4.5
19. Lost Investment Opportunities	4.5	5	2.5	10.5
20. Health	4	4.5	2.5	4.5
21. Post Index	4	3	4.5	7
22. Post Administration	4	4	4	-
23. Security	3	3.5	2	1.5
24. Uncertain Foreign Service Roles	2.5	4	0.5	-

TABLE 3 RECOMMENDATIONS

<u>Category</u>	<u>Total</u>	<u>FSO</u>	<u>Support</u>	<u>Other</u>
1. Overall Allowances	22.5	24.5	21.5	18.5
2. Diplomatic/Non-Diplomatic Status	17	3.5	34.5	18.5
3. Sympathetic, Responsive Management	16.5	20.5	12.5	14
4. Travel Allowances	16	18	11.5	20
5. Total Remuneration	13	14	11.5	11
6. Career Planning	11	11	13.5	3.5
7. Specific Allowances	10	9.5	12	7.5
8. Post Index	10	9	7.5	20.5
9. Career Development Opportunities	9	7.5	12.5	5
10. Hardship Allowances	9	13	6	3.5
11. Flexibility in Postings	8	8	9.5	4.5
12. Promotions	7.5	8.5	8	3.5
13. Better Management Skills	7	7.5	6	4.5
14. Foreign Service Act	7	9	6.5	2.5
15. Housing	7	7	7.5	7
16. Appraisals	6.5	6	9	3
17. Human Resources	6	7.5	3.5	6.5
18. Simplification of Administration	5	7	1.5	7
19. Professional Administration	5	5	5	3.5
20. More Responsibility for Post	5	8	1.5	4
21. Compensation for Spouse	5	7.5	1.5	6.5
22. Parallel Career Streams	4.5	2.5	8	1
23. Foreign Service Roles	4.5	8	-	5
24. Jobs Abroad for Spouse	4	5.5	1.5	6.5
25. Employment of Spouse at Post	3.5	3.5	3	3

III

REPORT ON INTERVIEWS WITH EX-FOREIGN SERVICE MEMBERS

REPORT ON INTERVIEWS WITH EX-FOREIGN SERVICE MEMBERS

INTRODUCTION

I This report is based on the results of interviews with 85 people who resigned the foreign service within the past five years. Prior to the interviews, the ex-foreign service members were sent copies of the questions they would be expected to answer. 74 interviews were conducted by telephone, two were done in person. Nine of the 85 respondents did not actually have the interview, but replied to the questions by mail.

After the request for preliminary background information - gender and age of the respondent, job classification at the time of resignation, number of years of service, number of postings abroad, locations of postings - the following questions were asked. (The order here deviates from the order in which they appeared on the questionnaire):

1. With regard to job satisfaction in the foreign service, how would you rate your overall satisfaction - from very satisfied at 1 to very dissatisfied at 7?
2. With regard to personal/family concerns, how would you rate your experience in the foreign service - from very rewarding at 1 to very difficult at 7?
3. What three things did you enjoy most in your foreign service career?
4. What three things did you find most dissatisfactory in your foreign service career?
5. What were the major reasons for your resigning from the foreign service?
6. Would you go back into the foreign service? (This question I introduced part-way through the interviewing.)
7. Would you recommend the foreign service as a career choice for young people today?
8. Would you comment on how foreign service careers have changed over the years?

9. Have you any specific recommendations to make to this Royal Commission?
10. Have you any additional comments?

II

The respondents in the survey are divided into four groups:

- (i) group A: Support staff with less than five years' experience (10 SCY's, 1 CR)
- (ii) group B: Support staff with five or more years' experience (8 SCY's, 2 CR's)
- (iii) group C: Program staff with less than five years' experience
- (iv) group D: Program staff with five or more years' experience.

Group C and D consist of 35 FS-1's, (19 EA, 4 ITC, 12 CEIC), 27 FS-2's (12, 9, 6), 2 FS-3's (0, 2, 0).

	A	B	C	D
Total number of respondents	11	10	20; 7, 5, 8	44; 24, 10, 10
Percentage of total	13%	12%	23%; 8%, 6%, 9%	52%; 28%, 12%, 12%
Male / Female	0/11	1/9	17/3; 6/1, 5/0, 6/2	40/4; 22/2, 10/0, 8/2
Number of French	1	3	6; 2, 1, 3	9; 6, 2, 1

The tables of the report give under groups C and D a total number, either of respondents or percentage of respondents, followed by the breakdown by department: EA, ITC, CEIC. Because the numbers of responses sometimes are very small, I have, rather than rendering them into percentages, usually left the actual number in the tables and given only percentages of total responses; these are found in the left-most column of the tables.

Analysis on the basis of sex was impossible with so few men represented in A and B (5%), so few women in C and D (11%). Even though a fairly substantial percentage of the respondents is French (22%), close analysis of the English/French division has not been undertaken. When a singularly French viewpoint is presented, it will be noted in the text of the report.

Because the interviews were not mechanically recorded, quotations in the body of the report are not verbatim (except when they are taken from the mailed-in replies), but are, I trust, close to the words of the respondent and true to their spirit.

III What is particularly of interest in this study is the effect of the element of retrospection. While people who completed the Questionnaire on Perceptions of Foreign Service or submitted briefs to the Royal Commission dealt with questions similar to those posed the ex-foreign service member, their perspective could not but be coloured by the day-to-day operations of the foreign service. But those who have put behind them the daily routine of foreign service life, especially its irritations, address themselves to larger questions than the problems of peeling wallpaper and the colour of their furniture. They are able to see, with the benefit of retrospection, the foreign service as an entity in itself and to describe its virtues and limitations a little more disinterestedly than are those who come immediately under the influence of foreign service conditions.

Another dimension to this study which should be kept in mind because its essence can easily be lost in statistics lies in the fact that the persons interviewed have resigned: into the decision to leave the foreign service has often gone a great deal of soul-searching. For many people, the decision to quit came only after substantial deliberation - intellectual and emotional - over their situation in the foreign service, over the rightness of leaving. In other words, the thoughts and opinions which this report presents have been not only genuinely weighed, but more, have been acted upon.

SUMMARY OF FINDINGS

Results of the telephone interviews show the major concerns of ex-foreign service members to centre on job satisfaction, personnel administration and environmental topics; the role and function of the foreign service are somewhat less important to them; and compensation and administration/management receive the least attention.

1) Job Satisfaction

Overall, the ex-foreign service members were 57% satisfied, 27% dissatisfied with their job experience. The Support group, however, contradicts the general picture: only 39% of Administrative employees acknowledge job satisfaction, while 50% say they were dissatisfied with their jobs. 37% of officers with less than five years' service consider that their job experience was satisfactory, 42% that it was not. Senior officers show the highest level of job satisfaction: 74% of officers with five or more years' experience judge their work to have been rewarding, only 9% judge it not to have been.

Responses to the questions dealing with sources of satisfaction and dissatisfaction in the foreign service reflect the above general findings. ITC indicates the highest level of job satisfaction, CEIC the least. As for dissatisfaction with job content, however, EA expresses the most amount of dissatisfaction (67% of its officers), while 50% of CEIC's officers and 40% of ITC's officers complain of job content. Lack of job satisfaction plays a fairly large part in the reasons for resignations (12% of 197 reasons given).

Among the changes which officers list as having taken place in the foreign service in the past 10-15 years (question 8) the falling off of job satisfaction accounts for 21% of the responses from group D (that is, from officers with five or more years' experience). Due largely to an increase in bureaucracy and to a changing but as-yet undefined role of the foreign service, officers and their work run a "perpetual risk of irrelevancy."

2) Personnel Administration

This category accounts for the greatest number of responses for sources of dissatisfaction: 51% of Support's and 21% of Program's. Lack of promotions, unfair posting procedures, the poor quality of personnel officers, poor career planning and the appraisal system are irritants for all the groups interviewed, although they are of greater concern to the Support and C groups than they are to the group of officers who have five or more years' experience.

Factors of personnel administration lead in the reasons given for resigning the foreign service (27%); and personnel administration is also responsible for the largest number of recommendations (48%). 84% of Support's and 40% of Program's recommendations relate to improvements in the way personnel are administered to.

3) Environment (i.e socio-cultural benefits, family concerns, spouse's unemployment, etc.)

The results of having respondents rate foreign service life in terms of family and personal concerns show that 53% of ex-foreign service members (59% of the Support group, 42% of group C and 57% of group D) consider their experience in the foreign service to have been rewarding, and 27% (12% of the Support group, 47% of group C and 23% of group D) consider it to have been difficult.

The Support group is on the whole very happy with foreign service life apart from the job. 74% of its responses for sources of satisfaction, only 9% of its responses for sources of dissatisfaction, and only 10% of its reasons for resigning relate to environment.

While 48% of group C's responses for sources of satisfaction and only 18% of its responses for sources of dissatisfaction fall under the category environment, it must be remembered that this group registers a great deal of job-related dissatisfaction, and, therefore, when asked what was most satisfying about their foreign service experience, the officers were left to name environmental elements; when asked what was most dissatisfactory, they kept complaints about environment to a minimum. That more officers judge their personal/family experience to have been difficult rather than rewarding is reflected in the facts that over 1/4 of their reasons for leaving the foreign service are environment-related, and 19% of their recommendations are pointed towards the elimination of problems to do with environment.

Officers in group D indicate a more ambivalent attitude towards environmental concerns - their greatest sources of satisfaction and of dissatisfaction have to do with environment (55% and 29%). What is considered beneficial, after a number of years, begins to weigh upon the individual and his family. One officer gives travel as both a source of satisfaction and a cause for dissatisfaction. 29% of group D's reasons for leaving the foreign service are environmentally-motivated, yet environment is the origin of only 12% of its recommendations.

In question after question, CEIC officers show themselves to be more influenced by environmental concerns than are officers from the other departments. (Perhaps CEIC attracts a certain kind of individual particularly vulnerable to the influence of environmental factors, or perhaps it is that this sampling of Immigration officials is simply the result of coincidence.) They appear to be more appreciative of travel, meeting new people, etc. and more attuned to the problems of family. 36% of their reasons for resigning are caused by environmental pressures. CEIC officers represent 28% of the Program people interviewed, and they are responsible for 48% of all officers' recommendations on environment.

4) Role and Function of the Foreign Service

It is primarily officers who address themselves to this topic which represents 13% of their responses for sources of dissatisfaction and 7% of their reasons for leaving. The segment of French respondents is very visible here in its disagreement with central government policies and its criticisms of the élitism which the foreign service breeds.

20% of Program's recommendations, 2/3 of them coming from group C officers, have to do with defining what the foreign service should be and how it should operate. ITC officers have a great deal to say about the Trade Commissioner Service and its relation to the foreign service.

41% of the changes seen to have taken place in the foreign service are in its role and function: its importance has diminished while its size has expanded to the point where it functions only in the most haphazard way.

5) Compensation

The respondents pay relatively little heed to financial matters: compensation accounts for 2% of responses for sources of satisfaction, 6% for dissatisfaction, 8.5% of the total number of reasons for leaving, and 12% of the recommendations. These last generally call for a better pay package and assisted annual Canada leave, the second of which is in essence perhaps more environmental than financial.

6) Administration/Management

Problems in administration and management are blamed primarily on the expansion of the foreign service, and are usually termed very broadly as "administrative hassles" or "too much bureaucratic red-tape." They account for 15% of the responses for sources of dissatisfaction and 6% of the recommendations.

7) Would you recommend the foreign service as a career?

The responses to this question were almost always 'yes,' but 43% of the respondents add certain qualifications to their positive answer. Another 32% would not recommend the foreign service as a life-time career.

8) Would you go back into the foreign service?

71% of the 28 respondents asked this question said 'yes,' provided certain conditions were met.

All-in-all, the 85 people interviewed demonstrated a positive attitude towards the foreign service. Conditions of foreign service often failed to meet their expectations or needs, yet very few left with bitterness or with spite, several left with real regret.

QUESTION 1

JOB SATISFACTION

79 persons responded to the question: "With regard to JOB satisfaction in the foreign service, on a scale of 1 to 7 from very satisfied to very dissatisfied, how would you rate your overall satisfaction?"

The breakdown of responses shows that with regard to job satisfaction the majority of those interviewed (57%) were content with the jobs they performed, while 27% were dissatisfied. The number 4 as a response indicates one of two things: a middle-ground where one was not terribly satisfied nor terribly dissatisfied; or a mean value for experiences that were at times very positive, at times very negative.

A SUPPORT, < 5 years B SUPPORT, ≥ 5 years C PROGRAM, < 5 years D PROGRAM, ≥ 5 years Number of Respondents	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
			9	9	19; 7, 4, 8	42; 23, 10, 9
SATISFIED	57%	45	2	5	7; 3, 2, 2	31; 17, 7, 7
NEITHER / BOTH	16%	13	2	-	4; 1, 1, 2	7; 3, 3, 1
DISSATISFIED	27%	21	5	4	8; 3, 1, 4	4; 3, 0, 1

PERCENTAGES	A, B	C	D	EA	ITC	CEIC
SATISFIED	39%	37%	74%	67%	64%	53%
NEITHER / BOTH	11%	21%	17%	13%	29%	18%
DISSATISFIED	50%	42%	9%	20%	7%	29%

A further breakdown of the responses, however, reveals significant, although perhaps not surprising, information. The Support group registers only 39% satisfaction, and a very large 50% dissatisfaction. Most of the satisfaction comes from persons who remained in the foreign service for five years or more: only two persons in group A rate their job experience as positive. At the same time, though, almost as many in group B register dissatisfaction as in group A (4 and 5 respectively).

In the Program groups as in the Administration groups, those with longer service attest to a higher rate of satisfaction. 37% of the officers in group C indicate job satisfaction and 42%, job dissatisfaction. But 74% of the officers with five or more years' experience judge their job experience to have been satisfying and only 9% of them consider it to have been unsatisfying.

Among the departments, EA has the highest percentage of those who manifest job satisfaction with 67%, ITC runs a close second with 64% and CEIC is last with 53%. However, only 7% of ITC rate their job as unsatisfactory, whereas 20% of EA officers and 29% of CEIC officers do.

In their rating of job satisfaction, then, the Support groups of the ex-foreign service members demonstrate the least amount of contentment with only 44% of those expressing an opinion one way or the other being favourable towards their job (29% from group A, 56% of group B), and within the Program group, ITC shows itself to be overall most satisfied with 90% being favourable, EA follows with 77%, then CEIC with 65%. (These last calculations are made by eliminating the "neither/both" subcategory and comparing the numbers of those satisfied, those dissatisfied.)

QUESTION 2

PERSONAL/FAMILY CONCERNS

Question 2 asks: "With regard to PERSONAL/FAMILY concerns, on a scale of 1 to 7 from very rewarding to very difficult, how would you rate your experience in the foreign service?" Again, 4 indicates a middle-ground or a combination of experiences both rewarding and difficult. At times a respondent would have found his own experience very valuable, but averaging it with his family's discontent, would rate foreign life at 4.

53% of the 79 people who responded to this question rate their foreign service experience as having been rewarding, while 27% judge it to have been difficult.

	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
Number of Respondents			7	10	19; 7, 4, 8	43; 24, 10, 9
REWARDING	53%	42	5	5	8; 5, 2, 1	24; 13, 6, 5
NEITHER/BOTH	20%	16	1	4	2; 0, 0, 2	9; 6, 1, 2
DIFFICULT	27%	21	1	1	9; 2, 2, 5	10; 5, 3, 2

PERCENTAGES	A, B	C	D	EH	ITC	CEIC
REWARDING	59%	42%	57%	58%	57%	35%
NEITHER/BOTH	29%	11%	26%	19%	7%	24%
DIFFICULT	12%	47%	23%	23%	36%	41%

59% of the Support group, made up mostly of single SCY's, found foreign service life to be rewarding; only 12% (that is, 2 persons) rate their experience as difficult.

For the officers, who derived more job satisfaction in the foreign service than did Support people, the tables turn in question 2: only half of them are able to rate their experience as rewarding, while 35% rate it as difficult.

More officers with under five years' experience were dissatisfied than satisfied with their time spent in the foreign service (in terms of personal and family matters of course). Only 42% rate that time as rewarding; 47% rate it as difficult. Officers from group D, who probably would not have stayed so long as they did in the service had they not been somewhat happy in their personal lives, were 57% satisfied with foreign service life, 23% less than satisfied.

Although considering the responses of the officers in terms of the departments for which they worked is not so legitimate in this question as it is in question 1, it might be of interest to note that 72% of the EA officers who give an opinion one way or the other profess satisfaction with their life in the foreign service, while 61% of ITC and 46% of CEIC officers do. (This last figure is in keeping with the results from question 4 which looks at causes for dissatisfaction: over 1/3 of CEIC's responses to that question are to do with environmental issues).

QUESTION 3

SOURCES OF SATISFACTION

This question asks the respondent what three things he enjoyed most about his foreign service. 80 of the 85 persons interviewed replied to this question, and there are in total 236 responses. They fall under four subject headings which comprise 13 factors:

- I ENVIRONMENT: travel; meeting new people, exposure to other cultures; rotationality, personal growth; other.
- II JOB SATISFACTION: job content; professionalism; representation; job enrichment; job security.
- III ADMINISTRATION/MANAGEMENT: good administration, good conditions; privileges of a diplomatic passport.
- IV COMPENSATION: good pay, generous allowances.

Their breakdown is as follows:

	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20;7,5,8	D 44;24,10,10
Number of Respondents			9	10	19;7,4,8	42;23,10,9
I ENVIRONMENT	57%	135	19	20	30;7,6,17	66;35,17,14
II JOB SATISFACTION	36%	84	5	5	25;13,4,8	49;28,12,9
III ADMINISTRATION/MANAGEMENT	5%	12	-	3	4;2,1,1	5;2,1,2
IV COMPENSATION	2%	5	-	1	3;2,0,1	1;0,1,0
totals		236	24	29	62;24,11,27	121;65,31,25

Further breakdown of the categories appears at the end of this section.

I ENVIRONMENT

Environment - encompassing for the most part socio-cultural benefits - contains by far the most often-named sources of satisfaction. 57% of the total number of responses to question 3 belongs to this category. Only 10 of the 80 persons who respond do not list as a source of enjoyment some one or other aspect of the foreign service environment, and often one person will name two or three aspects.

1) Travel, Living, Working Abroad

Travel is a generic term which comprehends practically all the subcategories of Environment, but as it was often named in addition to other travel-related benefits, for instance, learning about new cultures, and as it seems to denote a class of ideas having to do with geographical movement and location rather than cultural involvement, with the simple fact of being outside Canada rather than being somewhere particular, it is listed separately as a source of satisfaction.

For the ex-foreign service employees interviewed, travel is the outstanding source of satisfaction - 55 of the 80 respondents (69%) mention it. The percentages suggest - and the conclusion is substantiated by the results of question 2 - that Support people value travel more highly than do Program people: 84% of the Administration staff and 62% of the Program mention travel with the opportunity to live abroad as a source of satisfaction. (There is only one percentage point difference between groups C and D.) The contrast may very well be due to the fact that so many Support people are single and hence suffer fewer problems with travel than do married officers with families. Among the officers, only 53% from EA and 57% from ITC, but 88% from CEIC name travel as a source of enjoyment.

2) Meeting New People

Meeting people abroad socially and professionally, whether they be fellow Canadians, people from other embassies, locally-hired nationals working at the post or prospective immigrants, represents the second-greatest environmental source of satisfaction. (This Environment subcategory is distinct from "Professionalism" under Job Satisfaction which takes into account relationships among colleagues and whose context is solely professional. The separation of the two subcategories

"Meeting" and "Professionalism" may account for the higher percentage of Support group responses in this subcategory; officers who meet with intellectual comraderie in their job might be less likely to seek more socially-oriented friendships.) The Support group appears to be more cognizant of the pleasure of meeting new people. 12 of the 19 Support staff (63%) name it as a specific source of satisfaction, whereas only 19 of the 61 (31%) Program people do. Or, the explanation of the higher percentage could lie in the fact that, of those Support people interviewed, only two were married, and single people would be more open, willing and perhaps needful of meeting people. The percentages for the individual departments in groups C and D are: 30% of EA's mentions, 29% of ITC's, 67% of CEIC's.

Two respondents mention specifically their pleasure in being able "to meet good, important people: leading politicians, cabinet ministers, artists, etc.;" and one EA officer values the opportunity he had to work with persons so different from one another culturally and economically, "to meet a spectrum of people from the affluent to the poverty-stricken."

3) Exposure to Other Cultures

While this subcategory is closely allied to the notion of travel, it is often mentioned by the respondents as an enjoyment in addition to that of travel. Again, it is the Support group that leads in considering learning about other cultures a source of satisfaction. The differential between Support and Program, however, is not as great as it was for travel. 31.5% Support staff and 21% from group C and 28.5% from D mention it. As in the two preceding subcategories, CEIC officers show themselves to be more susceptible to environmental factors: 35% of them mention the exposure to new cultures as a source of satisfaction, while 20% of EA and 29% of ITC people do.

As with travel, respondents are not very specific about what satisfaction is to be derived in other cultures, but merely convey the general pleasure that living in a foreign culture can bring. One ITC officer does

state, though, that learning about others' economies and how they work is extremely rewarding, and one EA officer recalls the excitement of being in a country where political changes - in one particular instance the overthrow of a government - take place.

4) Rotationality, Personal Growth

Whether it be that wandering answers a need of certain human psyches, or that it calls up unknown qualities which mature the individual, rotationality seems to be connected closely with personal growth for the 13 ex-foreign service members - 11 of whom have more than five years' experience and who obviously respond well to change - who find rotationality a source of satisfaction. With constant change, "one has to re-access oneself at each new posting." Learning to adapt is a valuable result of change. One interesting facet of personal enrichment comes from an EA officer, 17 years in the service, for whom the experience of having to receive guests of various cultural and economic backgrounds was very instrumental in character development.

5) Other

Included here are the pleasure of learning a new language, the enjoyment of a particular city worked in, the sense of community experienced at the post, and an enhanced knowledge of Canada.

II JOB SATISFACTION

The foreign service job accounts for the second-highest source of satisfaction. 36% of the total number of responses belong to this category.

In question 1, group B registered more job satisfaction than did group A, but in the larger context of sources of satisfaction within the foreign service, group A has a slightly higher percentage of responses related to job satisfaction - 21% compared to group B's 17%.

Question 3's data for the Program groups mirror more accurately the results of question 1: 40% of group C's responses and 55% of group D's refer to job satisfaction. ITC registers most satisfaction with 59% of its answers to question 3 coming under job satisfaction; EA follows with 47%, and CEIC comes last with 33%.

1) Job Content

This subcategory comprises all those responses which pertain to job variety, challenge, responsibility and interest, to work which is compatible with training, and to pursuits which are department-related. 56% of those who speak of job satisfaction mention one or more of these items.

Only 2 of the Support staff from group A and 4 from group B mention job content as a source of satisfaction. Job content is of almost equal value for the Program groups: 63% of group C and 64% of group D refer to it.

EA officers exhibit the largest amount of satisfaction with job content: 77% of them allude to it, but the percentage wanes from group C to group D, 86% to 74%. 50% of ITC and CEIC officers with less than five years' experience name job content as a source of satisfaction, and the percentage increases to 70% and 56% respectively for officers in group D. It would be perhaps difficult to draw substantial conclusions about job content relative to departments from these statistics, as there are so few ITC and CEIC officers represented (14 and 17) compared to External's 30.

EA officers for the most part speak in generalized terms about the variety and the kinds of jobs they did; only a few of them are specific about the gratification they derived in dealing with international policy issues and in multi-lateral negotiations. The trade commissioners are much more articulate and detailed about the functions they performed, and evince a profound sense of purpose and accomplishment "in being genuinely able to do things for Canada - real things, identifiable and measurable," "in putting through deals for smaller companies which those companies couldn't have carried off on their own," in working for Canada and Canadian business. For Immigration officers, work is "objective-related;" and the meeting and interviewing of prospective immigrants yield much satisfaction.

2) Professionalism

This subcategory includes all references to the professionalism of colleagues, and to the quality of senior officers, heads of post and ambassadors. Only two Support people mention professionalism and it is admiration for their senior officers which they profess. Of the 14 officers (22% of the total number) who rate professionalism as a source of satisfaction, 11 are from EA, 2 from ITC and 1 from CEIC.

3) Representation

The pride of representing Canada in diplomatic circles, of learning and knowing diplomacy, and the enjoyment of entertaining in a representational capacity are sources of satisfaction for 8% of the ex-foreign service members who respond to question 3.

4) Professional Enrichment

Nine officers (14% of the total number) appreciate the training procured in working for the foreign service. The meaning of "training" here is sometimes extended from job-training to include, in a more undefined sense perhaps, the learning acquired in seeing how other countries, their governments and their economies, operate.

5) Job Security

A barely noticeable 2% of job satisfaction is ascribed to job security.

III ADMINISTRATION/MANAGEMENT

Only 5% of the answers to question 3 are associated with administration. Seven employees (9% of total) consider the level of organization and the conditions in the foreign service to have been of good quality. Five officers value the status and financial advantages which a diplomatic passport brought them.

IV COMPENSATION

6% of the respondents found financial compensation a source of satisfaction. One EA officer states, somewhat bitterly, "the wages were good for the amount of work required."

The following tables represent the breakdown of factors according to category:

I ENVIRONMENT (57%)	% of Total Res-ponses	Total no. Res-ponses	A	B	C	D
Number of Respondents			11	10	20; 7, 5, 8	44; 24, 10, 10
			9	10	19; 7, 4, 8	42; 23, 10, 9
1) Travel, living, working abroad	41%	55	8	8	12; 3, 2, 7	27; 13, 6, 8
2) Meeting new people	24%	31	7	5	6; 2, 0, 4	13; 7, 4, 2
3) Exposure to other cultures	16%	22	2	4	4; 0, 1, 3	12; 6, 3, 3
4) Rotationality, personal growth	8%	13	-	2	2; 1, 0, 1	4; 5, 3, 1
5) Other	11%	14	2	1	6; 1, 3, 2	5; 4, 1, 0
totals		135	19	20	30; 7, 6, 17	66; 35, 17, 14

II JOB SATISFACTION (36%)	% of Total Res-ponses	Total no. Res-ponses	A	B	C	D
Number of Respondents			11	10	20; 7, 5, 8	44; 24, 10, 10
			9	10	19; 7, 4, 8	42; 23, 10, 9
1) Job content	56%	47	2	4	12; 6, 2, 4	29; 17, 7, 5
2) Professionalism	19%	16	1	1	7; 4, 2, 1	7; 7, 0, 0
3) Representation	12%	10	1	-	3; 2, 0, 1	6; 2, 1, 3
4) Professional enrichment	11%	9	-	-	2; 0, 0, 2	7; 2, 4, 1
5) Job security	2%	2	1	-	1; 1, 0, 0	-
totals		84	5	5	25; 13, 4, 8	49; 28, 12, 9

III ADMINISTRATION / MANAGEMENT (5%)	% of Total Res-ponses	Total no. Res-ponses	A	B	C	D
Number of Respondents			11	10	20; 7, 5, 8	44; 24, 10, 10
			9	10	19; 7, 4, 8	42; 23, 10, 9
1) Organization, conditions		4	-	3	2; 1, 0, 1	2; 1, 0, 1
2) Privileges of diplomatic passport		5	-	-	2; 1, 1, 0	3; 1, 1, 1

IV COMPENSATION (22)	% of Total Res-ponses	Total no. Res-ponses	A	B	C	D
Number of Respondents			11	10	20; 7, 5, 8	44; 24, 10, 10
			9	10	19; 7, 4, 8	42; 23, 10, 9
1) good pay, good allowances		5	-	1	3; 2, 0, 1	1; 0, 1, 0

QUESTION 4

SOURCES OF DISSATISFACTION

Question 4 asks the respondent to list the three things he found most dissatisfactory in the foreign service. 80 persons gave 222 responses. The causes for dissatisfaction are more varied than were the sources of satisfaction in question 3: they comprise six categories and a total of 23 factors.

I	PERSONNEL ADMINISTRATION:	promotion procedures; posting; personnel officers; career planning; appraisal system; other (lateral transfer, training).
II	ENVIRONMENT:	isolation; "huis clos" at post; employment of spouse; family; other (security, language training, etc.)
III	JOB DISSATISFACTION:	job content; non-professionalism.
IV	ADMINISTRATION/ MANAGEMENT:	bureaucracy, insensitive HQ; diplomatic/ non-diplomatic status; poor post manage- ment; other (francophones unable to work in French, etc.)
V	ROLE AND FUNCTION OF FOREIGN SERVICE:	representation; lack of role definition; disagreement with central government policies.
VI	COMPENSATION:	low salary; ungenerous, inadequate allowances; other (high salary; lost investments).

Because numbers of responses are spread over so many sub-categories, I have chosen to examine the sources of dissatisfaction in terms of the Support and Program groups rather than to study each factor separately. Tables of responses for each category are found at the end of this section. The breakdown of responses for the major categories is:

	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10,
Number of Respondents			9	10	19; 6, 5, 8	42; 24, 10, 8
I PERSONNEL ADMINISTRATION	27%	59	10	12	13; 4, 3, 6	24; 13, 7, 4
II ENVIRONMENT	23%	51	3	1	9; 1, 2, 6	38; 23, 5, 10
III JOB DISSATISFACTION	18%	39	5	1	13; 5, 4, 4	20; 12, 5, 3
IV ADMINISTRATION/MANAGEMENT	15%	34	4	4	6; 2, 2, 2	20; 16, 4, 0
V ROLE/FUNCTION OF FOREIGN SERVICE	11%	25	-	1	8; 3, 0, 5	16; 6, 6, 4
VI COMPENSATION	6%	14	-	2	3; 1, 2, 0	9; 7, 2, 0
total:		222	22	21	52; 16, 13, 23	124; 77, 29, 21

SUPPORT GROUPS, A AND B

As is immediately apparent from the above table, problems in personnel administration account for the Support groups' major sources of discontent. 51% of the Support employees' responses to question 4 are related to personnel matters. Promotion procedures lead the grievance list (8); then follow the poor quality of posting and personnel officers (5) and the appraisal system (5). Only two persons indicate discontent with posting procedures; one employee simply could not get posted to South America, despite having a degree in Spanish, being willing to accept a posting to any city in Spanish-speaking South America, and having already served at a hardship post.

The only other notable sources of dissatisfaction for the Support staff are problems with an administration which seemed never to serve its employees (8 mentions), job content which was boring and repetitive (6), and non-diplomatic status, responsible for such things as discrimination in housing, the abasement endured in having to plead with officers to import for them even basic necessities, and the ill-treatment received at the hands of "superiors" (6). One SCY bitterly complains that Ottawa never backed its Support staff, never fought for the diplomatic rights conferred on it by the reciprocal agreements of the Vienna Convention.

OFFICERS WITH LESS THAN FIVE YEARS' EXPERIENCE, GROUP C

As for the Support staff, the chief causes for dissatisfaction for this group of officers are job-related: 52% of its responses to question 4 concern personnel administration (26%) and job dissatisfaction (26%). The main source of discontent with personnel is posting procedures, believed by the officers to be insensitive and unfair, where an individual's professional needs and personal preferences are not taken into account, where favouritism plays too large a role.

Dissatisfaction with job content is mentioned by 53% of the officers: 67% of EA's, 40% of ITC's and 50% of CEIC's. (This dissatisfaction may originate in a lack of variety or responsibility in the job done; in routine, bureaucratic work where "form over substance" is the norm; or in not doing the job one has been promised or has been trained to do). Most officers attribute their lack of job satisfaction to bureaucratization which almost guarantees that their work will be boring and routine.

One problem peculiar to CEIC, which two officers in this group and another in group D describe, is the "negative" principle by which the department operates. Because the work is not creative but is "restrictive," "exclusive" in scope, it can eventually lead to a profoundly cynical attitude on the part of the official who ministers to it. This phenomenon is in direct opposition to the job satisfaction which some CEIC officers find in meeting and interviewing would-be immigrants. The dichotomy I think must be rooted in geography: an immigration official's job in London would not be so "restrictive" and disheartening as in New Delhi.

18% of group C's dissatisfaction emanates from environmental issues, and, interestingly, 2/3 of the responses here are from CEIC officers. In fact, over 1/3 of the total number of CEIC's responses (groups C and D) to sources of dissatisfaction belong to environment.

Factors under the headings administration, the role of the foreign service and compensation do not figure greatly as sources of dissatisfaction for officers with less than five years' experience. Worthy of note, perhaps, are the six EA and CEIC officers who dislike the élitism they see in the foreign service "where diplomats believe themselves gods," and who deplore the "phoniness" and "artificiality" of representational life.

OFFICERS WITH FIVE OR MORE YEARS' EXPERIENCE, GROUP D

While jobs and job opportunities incorporate the main reasons for dissatisfaction for officers with less than five years' experience, the principal problems for those with five or more years' experience (29% of their responses) are environmental. 72% of the mentions under environment come from this group of officers who, their careers being fairly established, had now to face problems such as isolation from home and family (a source of dissatisfaction for one-third of this group's officers); the lack of a private life where one "had to be Mr. Diplomat," and had always to "subordinate one's private life to one's public life" (16%); the education of children (16%); the demands of a spouse who wished to pursue a career (16%).

19% of group D's responses relate to personnel administration. The complaints here are not always personally-motivated, but are sometimes altruistic: secretaries are not appreciated enough by the department; the appraisal system is "ripe for abuse" and many suffer because of it.

Promotion procedures and career planning (54% of group D's complaints under personnel administration) are highly criticized: one officer remarks that "if you don't get back to Ottawa often enough, you don't get known, and others will always receive the promotions;" another observes that officers have no control over their career, and that it was confided to him when he resigned that "streaming is dead."

In the category of job dissatisfaction, there are more mentions of non-professionalism than job content (11 and 9 respectively). The reason for this may be that those officers who were dissatisfied with the work they were doing blame, rather than the particular job they were doing, bureaucracy (36% of group D mentions this as a source of dissatisfaction) or the lack of role definition in the foreign service (12%) for their discontent.

The fairly large percentage of responses indicating dissatisfaction with bureaucracy, with the "incompetent, inconsistent and unsympathetic ways" of the foreign service which filter all the way from the Lester B. Pearson Building down to post management, can no doubt be attributed to the fact that many of the officers joined before the foreign service expanded, and, not having been nurtured on bureaucracy, long for the good old days when things were simple.

The two main criticisms concerning the role and function of the foreign service are to do with their lack of definition and with representation. Having always to entertain people with whom one has little in common, or having to tolerate fellow Canadians with illusions of self-importance exacerbates 19% of the officers from group D. Those who are dissatisfied with the operation of the foreign service see "the designs and goals of EA completely out of touch with the modern world," and deplore "the rivalry and chauvinistic attitudes of the several departments," where

EA can have an élitist attitude, ITC thinks because it's dealing with finances, it's better; CIDA people are purists; CEIC thinks it's doing the most important job.

Compensation receives 7% of the responses under dissatisfaction; apart from the normal criticisms that one is underpaid or is not given adequate housing allowances, two people mourn the fact that they were unable to make housing investments. One officer suggests a growing disparity between hardship posts and "plum posts" where the former are inadequately compensated, and the latter too generously compensated.

FRENCH-SPEAKING OFFICERS

French-speaking officers have many of the same complaints as their English-speaking counterparts, but there are three elements of dissatisfaction that are proportionately more highly represented among the francophones interviewed and one that is unique to them as French-speaking Canadians.

Twenty-four per cent of the officers interviewed were French-speaking, but they were responsible for 71% of the mentions of low salary, 60% of disagreement with federal policy, and 41% of the complaints about elitism and the emptiness of representation. In addition, three of the 15 found it impossible to work in their own language and scoffed at the idea of bilingualism in government.

The following tables represent the breakdown of factors according to category:

I PERSONNEL ADMINISTRATION (27%)		% of Total Res-ponses	Total no. Res-ponses	A 11	B 10	C 20;7,5,8	D 44;24,10,10
Number of Respondents				9	10	19;6,5,8	42;24,10,8
1) Promotion procedures		31%	18	3	5	3;2,1,0	7;5,2,0
2) Postings		17%	10	1	1	5;0,2,3	3;2,1,0
3) Personnel officers		15%	9	3	2	1;0,0	3;0,2,1
4) Career planning		15%	9	-	1	2;0,0,2	6;2,2,2
5) Appraisal system		14%	8	2	3	-	3;2,0,1
6) Other		8%	5	1	-	2;1,0,1	2;2,0,0
Total			59	10	12	13;4,3,6	24;13,7,4

II ENVIRONMENT (23%)		% of Total Res-ponses	Total no. Res-ponses	A 11	B 10	C 20;7,5,8	D 44;24,10,10
Number of Respondents				9	10	19;6,5,8	42;24,10,8
1) Isolation		33%	17	-	1	2;1,0,1	14;7,1,6
2) "Huis Clos" at post		22%	11	1	1	2;0,1,1	7;7,0,0
3) Employment of spouse		18%	9	-	-	2;0,0,2	7;3,2,2
4) Family		16%	8	-	-	1;0,0,1	7;5,1,1
5) Other		11%	6	2	-	2;0,1,1	2;1,1,0
			51	3	2	9;1,2,6	37;23,5,9

III JOB DISSATISFACTION (18%)		% of Total Res-ponses	Total no. Res-ponses	A 11	B 10	C 20;7,5,8	D 44;24,10,10
Number of Respondents				9	10	19;6,5,8	42;24,10,8
1) Job content		64%	25	5	1	10;4,2,4	9;4,2,3
2) Non-professionalism		36%	14	-	-	3;1,2,0	11;8,3,0
			39	5	1	13;5,4,4	20;12,5,3

IV ADMINISTRATION/ MANAGEMENT (15%)	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20;7,5,8	D 44;24,10,10
Number of Respondents			9	10	19;6,5,8	42;24,10,8
1) Bureaucracy, Insensitive HQ		19	1	1	2;1,0,1	15;12,3,0
2) Diplomatic / Non-diplomatic status		6	3	3	-	-
3) Post post management		4	-	-	-	4;3,1,0
4) Other		5	-	-	4;1,2,1	1;1,0,0
		34	4	4	6;2,2,2	20;16,4,0

V ROLE/FUNCTION OF F.S. (11%)	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20;7,5,8	D 44;24,10,10
Number of Respondents			9	10	19;6,5,8	42;24,10,8
1) Representation		15	-	1	6;3,0,3	8;3,3,2
2) Lack of role definition		5	-	-	-	5;2,2,1
3) Disagreement with central government		5	-	-	2;0,0,2	3;1,1,1
		25	-	1	8;3,0,5	16;6,6,4

VI COMPENSATION (6%)	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20;7,5,8	D 44;24,10,10
Number of Respondents			9	10	19;6,5,8	42;24,10,8
1) Low salary		8	-	2	2;1,1,0	4;2,2,0
2) Ungenerous, inadequate allowances		3	-	-	-	3;3,0,0
3) Other		3	-	-	1;0,1,0	2;2,0,0
		14	-	2	3;1,2,0	9;7,2,0

QUESTION 5

REASONS FOR RESIGNING

Question 5 asks the respondent to list his reasons for leaving the foreign service. All 85 people interviewed responded to this question, giving a total of 197 reasons which divide into the following six categories and 22 factors:

- I JOB-RELATED REASONS: lack of promotions; lack of job satisfaction; acceptance of another job; lack of career development; postings; discrimination; denial of Leave of Absence; other ("negativity" of job, representational duties);
- II ENVIRONMENT: spouse's employment; rotationality; family; other (security, language training);
- III PERSONAL REASONS: to be married, to follow spouse; stress; to return to school; other (marriage breakup, illness in family, desire not to continue working, etc.);
- IV COMPENSATION: low salary inadequate pay package (includes post index);
- V ROLE OF FOREIGN SERVICE: disagreement with federal policy; exclusion of French; lack of role and function of foreign service;
- VI ADMINISTRATION/MANAGEMENT: ill-run and insensitive.

The breakdown of responses for the categories is:

	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20;7,5,8	D 44;24,10,10
Number of Respondents			11	10	20;7,5,8	44;24,10,10
I JOB-RELATED REASONS	49%	96	9	14	26;13,5,8	45;28,9,8
II ENVIRONMENT	24%	48	1	3	13;1,3,9	31;17,7,7
III PERSONAL REASONS	10%	19	5	4	3;0,1,2	7;3,0,4
IV COMPENSATION	8.5%	16	-	2	4;2,0,2	10;5,4,1
V ROLE OF FOREIGN SERVICE	5%	11	-	-	4;2,0,2	7;6,0,1
VI ADMINISTRATION/MANAGEMENT	3.5%	7	1	-	-	6;3,3,0
Totals		197	16	23	50;18,9,23	106;62,23,21

Further breakdown is found at the end of the section.

21 of the respondents (6 group A, 2-B, 4-C, 9-D) give a single reason for quitting the foreign service. The short list below points out a few of the circumstances which would on their own be significant enough to spark a resignation. (How many times they occurred in the survey as a single reason is indicated in parentheses):

- (i) to get married or follow spouse (4);
- (ii) to return to school (3);
- (iii) lack of job satisfaction (3);
- (iv) because of spouse - "My wife hated it" (2);
- (v) conflict with HOP (2);
- (vi) belief that the foreign service is anti-francophone (1).

It is interesting to note that none of the 18 respondents, one of whose reasons for leaving was to take another job, gives that reason in isolation. Whether the respondent was

more like one
Flying from something that he dreads than one
Who sought the thing he loved

would be difficult to ascertain.

Very few, only 15%, are the positive reasons for quitting: to go on a new job, to return to school, to get married. The remaining 85% reflect what the respondents found to be at fault in the foreign service. It should be kept in mind that what provoked resignation was seldom a single incident or perception, but usually a whole complex of issues; respondents give up to six reasons for their decision to leave the foreign service.

THE SUPPORT GROUPS, A AND B

59% of the support groups' reasons for resigning are job-related: 31% are due to poor promotion possibilities and lack of career development - "It's easier to get into heaven than to get a promotion in External Affairs;" and 15% to lack of job satisfaction.

Other reasons include: intent to return to school, acceptance of another job, marriage, lack of language training and weariness with rotationality.

THE PROGRAM GROUPS, C AND D

46% of the reasons which the Program groups give for resigning the foreign service are job-related: lack of promotions and of career development is mentioned by 33% of them, and lack of job satisfaction by 28%. The problem with promotions affects EA officers more than officers from ITC and CEIC: 42% to 20% and 28%. In addition, three EA officers resigned because they could not obtain leaves of absence to continue their education. 25% of the officers (32% of EA officers, 20% of ITC officers and 17% of CEIC officers) left to go to another job.

After concerns over careers come environmental problems as reasons for leaving the foreign service. Family worries such as isolation and the education of children are mentioned by 23% of the officers, rotationality by 20% and the unemployment of spouses by 20%. CEIC represents only 28% of the officers interviewed, yet that 28% is responsible for 37% of the mentions of environmental reasons: for instance, 33% of them give examples of family concerns, while 19% of EA and 13% of ITC do. While family and spouse problems are shared equally among officers of lesser and more experience, rotationality seems to become more troublesome with length of service: 11 of the 13 officers who leave (partly) because of it have five or more years' experience.

Role and function of the foreign service play a part in the resignations of 22% of the officers from EA and CEIC (it does not enter at all into ITC officers' reasons). Of the 11 officers concerned here, only two are English: one believes that diplomacy is no longer practicable; the other disagrees with Canadian policy as regards the United States. For the rest, it is as Quebecers that they separate themselves from the foreign service. Politically, linguistically, culturally, they do not identify themselves with Canadian federal policy or the way Canadians conduct themselves abroad:

Il y a une manque de compréhension inouïe
des réalités québécoises au sein du service;
la langue du travail, c'est anglais - le
bilinguisme se fait dans un sens unique;
j'ai démissionné pour une raison politique -
je ne me suis pas d'accord avec l'attitude
de Trudeau.

Two other inducements to resign were low salary and the problems generated by an administration poorly-run and unresponsive to members' needs. Inadequate remuneration influenced the decision of 14% of the officers (19% - EA, 13% ITC, 5% CEIC) to quit; poor administration 9% (not mentioned, however, by CEIC).

The following tables represent the breakdown of factors according to category:

I JOB-RELATED REASONS (44%)	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
Number of Respondents			11	10	20; 7, 5, 8	44; 24, 10, 10
1) lack of promotions		26	3	8	4; 2, 0, 2	11; 6, 3, 2
2) lack of job satisfaction		24	3	3	5; 4, 1, 0	13; 7, 4, 2
3) acceptance of another job		18	-	2	6; 3, 1, 2	10; 7, 2, 1
4) lack of career development		7	-	1	2; 1, 0, 1	4; 4, 0, 0
5) postings		7	2	-	2; 1, 1, 0	3; 1, 0, 2
6) discrimination		7	1	-	5; 1, 2, 2	1; 1, 0, 0
7) denial of Leave of Absence		3	-	-	1; 1, 0, 0	2; 2, 0, 0
8) other		4	-	-	3; 1, 0, 2	1; 0, 0, 1
		96	9	14	28; 14, 5, 9	45; 28, 9, 8

II ENVIRONMENT (24%)	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
Number of Respondents			11	10	20; 7, 5, 8	44; 24, 10, 10
1) family		15	-	-	5; 1, 1, 3	10; 5, 2, 3
2) rotationality		15	-	2	2; 0, 0, 2	11; 6, 2, 3
3) employment of spouse		13	-	-	5; 0, 2, 3	8; 5, 2, 1
4) other		5	1	1	1; 0, 0, 1	2; 2, 0, 0
		48	1	3	13; 1, 4, 9	31; 18, 6, 7

III PERSONAL REASONS (10%)	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
Number of Respondents			11	10	20; 7, 5, 8	44; 24, 10, 10
1) marriage, follow spouse		8	3	3	3	2
2) stress		4	1	-	-	1
3) to return to school		4	1	1	1	1
4) other		3	-	-	-	3
		19	5	4	4	7

IV COMPENSATION (8.5%)	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
Number of Respondents			11	10	20; 7, 5, 8	44; 24, 10, 10
1) low salary		11	-	2	2; 2, 0, 0	7; 4, 2, 1
2) inadequate pay package		5	-	-	2; 0, 0, 2	3; 1, 2, 0
		16	-	2	4; 2, 0, 2	10; 5, 4, 1

V ROLE OF FOREIGN SERVICE (5%)	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
Number of Respondents			11	10	20; 7, 5, 8	44; 24, 10, 10
1) disagreement with federal govt		6	-	-	2; 1, 0, 1	4; 4, 0, 0
2) FS excludes the French		4	-	-	2; 1, 0, 1	2; 1, 0, 1
3) FS no longer has function		1	-	-	-	1; 1, 0, 0
		11	-	-	4; 2, 0, 2	7; 6, 0, 1

VI ADMINISTRATION/ MANAGEMENT	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
Number of Respondents			11	10	20; 7, 5, 8	44; 24, 10, 10
1) insensitive, ill-run		7	1	-	-	6; 3, 3, 0

QUESTION 6

WOULD YOU GO BACK INTO THE FOREIGN SERVICE?

Part-way through the interview proceedings, I began to ask the question "Would you go back into the foreign service?" There were 28 replies:

Two respondents (7%, 1 from group B, 1 from D) were unsure.

Six respondents (21.5%, 1 from A, 4 from B, 1 from C) said no. No promotion opportunities, uninteresting work, having to rejoin at SCY-1 level were among the reasons given.

20 respondents (71.5%, 6 from C, 14 from D) said yes. 11 of them introduced certain contingencies such as: the foreign service would first have to improve a little; their family situation would have to be more conducive to living abroad; the job would have to be for a limited time or be simply a single assignment; re-entry would have to be by lateral transfer.

QUESTION 7

WOULD YOU RECOMMEND THE FOREIGN SERVICE AS A CAREER?

Question 7 asks the ex-foreign service member whether or not he would recommend to young people the foreign service as a career choice. Very few respondents were able to give an unqualified 'yes' or a definite 'no' for their answer: of the 82 responses, only 8.5% were uncategorical 'yes's'; 11% were 'no's'. The remaining 'yes' responses, 65 in all, were qualified to varying degrees.

These latter 'yes's' fall into 3 categories, the first of which offers various reservations and qualifications along with its 'yes' recommendations. The 'yes' responses of the second category could well be considered 'no' answers, for the essence of the qualifications given is that the foreign service not be considered a career in itself. Since, however, the main thrust of the answers is positive, that is, since the respondent is clearly in favour of the experience of foreign service and judges it to be rewarding and worthwhile in terms of career embellishment or personal enrichment, or both, I have elected to label the category a 'yes' one. The third and final category answers 'yes' in a very restricted sense: only if the foreign service were different than it is would the respondent feel right in recommending it as a career. Again, this set of responses could be interpreted as negative but that the answer given by the respondent in each case is 'yes'.

The breakdown of answers is as follows:

	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10,
Number of Respondents			10	10	19; 7, 5, 7	43; 24, 10, 9
I NO	11%	9	3	3	2; 1, 0, 1	1; 1, 0, 0
II YES	9%	7	1	-	3; 2, 0, 1	3; 2, 1, 0
III YES - qualified	43%	36	4	4	9; 1, 3, 5	19; 11, 4, 4
IV YES - but not for career	32%	26	1	3	4; 2, 2, 0	18; 9, 5, 4
V YES - restrictive	5%	4	1	-	1; 1, 0, 0	2; 1, 0, 1

I 'NO' ANSWERS

The table shows that the Support group is far more ready than the Officer group to advise that one not enter the foreign service (at least as a Support employee). 30% of its responses are 'no'. Only 25% of the respondents are from the Support group, yet this group gives twice as many 'no' answers as the Program group gives, 6 to 3.

Whereas every Support person who counsels against making the foreign service a career does so because of lack of job satisfaction and the apparent impossibility of promotion, the three officers who give 'no' answers are as concerned with environmental and family matters as professional ones. Two of the three comment that spouse-related problems in combination with job dissatisfaction are adequate reasons not to choose the foreign service as a career. The third officer is emphatic about the impossibility of keeping one's identity as a Quebecer in the foreign service.

II 'YES' ANSWERS

Only 9% of the responses are unequivocal 'yes's,' and they come from people who resigned for one or more of several reasons: because of marriage, divorce, low salary, a better job opportunity outside the foreign service, etc.

III QUALIFIED 'YES' ANSWERS

43% of the responses belong to this category: 40% of Support's, 45% of Program's (39% of EA's, 47% ITC's 56% CEIC's). They divide roughly into two groups: the first (about 1/3 of the total qualified 'yes's') might be called the 'yes of moderate reservation,' where the person responding hesitates to recommend absolutely the foreign service as a career, but at the same time fails to elaborate on the reason for his hesitation. (In the telephone interviews, time often played against the formulation of fully-developed answers.) Reservations are generally in terms of the personality or character of the prospective foreign service member: "the foreign service is only for certain types of people," "one must have a good personality and be tough," etc.

In the second group, provisoes, stipulations and warnings become much more explicit and the reservation on the part of the person interviewed is as much concerned with the foreign service and how it operates as it is with the character of those who consider entering it. What follows is a sample of the kinds of comments which accompany these 'yes' responses:

one must be prepared to accept bureaucracy;
one cannot expect job satisfaction, or the
opportunity to be creative in a professional
way; one must be willing to subordinate
personal and family concerns to the foreign
service - "You marry the foreign service,
nobody else;" one must be young because
promotions take so long to get; one must
expect a lower salary.

The underlying conviction of all these responses is that there are things valuable to be gleaned from the foreign service, but that there exist many problems in it. Hence, the respondent would not recommend it as a career without first laying bare the difficulties, hardships and weaknesses of foreign service life.

IV 'YES,' BUT NOT FOR CAREER

Perhaps the most significant result to come out of question 7 is the number of respondents who speak against the foreign service as a life-time career. 32% of the answers (20% of Support's, 35% of Program's; 35% EA's, 47% ITC's, 25% CEIC's) fall into this category, and it is conceivable that the number might have been higher--had I anticipated the frequency of this particular response, I should have questioned further those who gave qualified 'yes' answers as to whether they did in fact, given their reservations, see the foreign service as a life-time career.

The recommendation for only temporary employment in the foreign service comes more often from people who have served five years or longer: three of the four responses in this category which are from Support employees are from people in group B (two of whom served 16 and 17 years, respectively); 24% of group C's, but 41% of group D's total responses recommend only a stay in the foreign service for one or two postings, perhaps up to 10 years. For young people, the foreign service is a good training ground and can represent an enriching experience, but salaries are not competitive, the work eventually becomes boring, and foreign service life is difficult for couples. Two officers see the foreign service as a stage in one's career, one suggesting that it need not necessarily be the first, the other specifying it should be the final.

V 'YES' - RESTRICTIVE

This category lists four situations which the respondents believe do not at present exist. The foreign service would be recommended as a career only if discrimination between Support and Program groups were ended, there were more movement between the public and foreign services, the foreign service regained its integrity, one could go on one posting before determining career choice.

QUESTION 8

CHANGES IN THE FOREIGN SERVICE

Question 8 asks respondents to comment on how foreign service careers altered during their years of service, but they usually preferred to discuss changes in the foreign service itself. This was only natural, I realized - careers change when the reasons for their existence change. Of the 85 people interviewed, 51 (60%) responded to this question, and, as might be expected, the majority of the comments (89%) comes from persons who served five years or longer. The breakdown of responses in terms of subject is:

	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20;7,5,8	D 44;24,10,10
Number of Respondents (51)			2(4%)	8(15.5%)	5(10%);1,3,1	34(70.5%);20,7,9
I CHANGES IN F.S. AS A WHOLE	41%	32	-	1	4;1,2,1	27;15,6,6
II JOB SATISFACTION	19%	15	1	1	-	13;8,3,2
III COMPENSATION	15%	12	-	3	1;1,0,0	8;5,1,2
IV PERSONNEL ADMINISTRATION	14%	11	2	2	1;0,1,0	6;4,1,1
V ENVIRONMENT	11%	9	-	-	-	9;5,1,3
totals		79	3	7	6;2,3,1	63;37,12,14

I CHANGES IN THE FOREIGN SERVICE

41% of the examples given of the changes in the foreign service are related to its function and the way it carries out its work.

Mainly because of modern technology in the fields of communications and transportation, the role which the foreign service once played has been undermined. 1/3 of the officers who respond to question 8 comment on how the foreign service has lost its authority and direction: whenever diplomacy is needed, Ottawa quickly steps in; information about Canada is readily available in foreign countries through non-diplomatic means; hence, the foreign service is an "anachronism," and the posts act merely as "post offices" or "regional offices" not involved in policy or decision-making. Three EA officers suggest that

the foreign service is gradually becoming simply a promoter of trade; and one of them judges a major repercussion of the trend towards commercial ends to be an unhealthy competitive spirit with which EA compensates its sense of declining significance on the world-scene.

The thought is echoed by a trade commissioner who sees in consolidation an effort on the part of EA to gain power and control over the other departments. (Consolidation is discussed by six officers, 1 EA, 3 ITC, 2 CEIC.) With consolidation, the TCS loses its autonomy and becomes simply another government department responding to government rather than to business. As the respondent puts it, "trade commissioners have become a bunch of 'three-piece suiters,'" playing diplomatic games rather than working in their field of trade - the implication is of course that there is confusion among these suitors as to whom they should be wooing - diplomats or businessmen.

Trade commissioners deplore the effects of consolidation, but immigration officials are divided in their opinions. On the one hand, "CEIC has traditionally regarded EA as incompetent, as not knowing what it's doing," and with consolidation, the incompetence, it is assumed, will seep into the running of Immigration. On the other hand, CEIC officers used to be limited in their career prospects, but with consolidation they can now enter into such things as consular activities, can even become heads of post.

Another recent change in the foreign service, mentioned by four officers, which is perhaps coincident with consolidation, is the emphasis now placed on specialization.

Due in large part to expansionism, bureaucracy has increased to such an extent that it has become unwieldy. One of the seven officers who discuss bureaucracy comments that "there are so many management levels, the foreign service has become unmanageable." The transformation of the foreign service from an efficacious, well-run institution to a tangled bureaucracy is explained like this:

I spent most of my career in the Canadian foreign service at the time that the department was under the direction of Marcel Cadieux and Ed Ritchie.

These men were aware of who worked in the department and they kept abreast of daily foreign policy issues and departmental concerns. In my view these were men of integrity who pursued defined goals with genuine concern and honesty. Allan Gottlieb, by contrast, appeared to be completely preoccupied with bureaucratic politics. With the change in style the department lost its claim as a distinctive institution of superior public servants.

The loss of distinction, prestige and direction results in low morale within the service where people no longer believe they have a mission to accomplish.

II JOB SATISFACTION

There is a direct link between the changes in the role and management of the foreign service and the falling off of job satisfaction. 18% of the responses relate to the changes which have taken place in the foreign service job. One Support person believes that "years ago, the foreign service was still pioneering, now it works by rote." With less responsibility at the posts, officers are being "emasculated;" they run a "perpetual risk of irrelevance."

There is one dissenter from these opinions: an Immigration official states that "careers haven't changed drastically, but people are now much more demanding as to what they want in their jobs."

III COMPENSATION

15% of the responses to question 8 are to do with compensation. Respondents mention salaries lower than those at home, inadequate allowances, inequitable rent shares, the high cost of joining the foreign service, and the loss of money on foreign exchange as contributing to a worsening of their financial situation. These factors in combination with the loss of a possible second income at home make the foreign service financially a less attractive career than it used to be.

Once, prestige (partly reflected in salary levels and allowances) was inducement to put up with the problems of living abroad; now with the differential between money home and abroad, compounded with the fact that spouses are unable to work in the foreign service, the disadvantages of foreign service are no longer compensated.

Only one respondent, a SCY with 17 years' experience, speaks of the improvement of the conditions of foreign service: "accommodation, allowances, salaries have become more comparable."

IV PERSONNEL ADMINISTRATION

Low morale within the foreign service is attributable in part to the poor quality of personnel administration. 14% of the responses deal with changes the respondents see to have taken place in the way they are treated as foreign service employees. The systems of career planning, promotions and postings have all worsened, all become unresponsive to employees' needs. An ITC officer explains the present lack of upward mobility and career planning:

The structure of the FS does not allow for competition, renewal or recognition of performance, but is a closed bureaucracy. Those who have high positions owe their places to the length of time they've been serving, and are jealously keeping the system as closed as it is because it is to their profit to do so.

Other changes mentioned are the lowering of the standards of recruitment, and the present "state of flux" the foreign service is in with regard to job classification and levels.

V ENVIRONMENT

"Social revolution meets the foreign service," sums up the situation for one of the six officers who mention the problems of spouses unable to work or unwilling to participate in foreign service activities. The changes caused by the "social revolution" are not in the foreign service itself, but in how foreign service careers are viewed.

Two officers see improvement in the foreign service, in its acceptance now of common-law wives and in its accommodation of the foreign service couple.

The worsening of the security situation, pointed out by four officers, constitutes another change in the employee's perception of the foreign service.

QUESTION 9

RECOMMENDATIONS

The question: "Have you any specific recommendations to make to the Royal Commission" usually elicited examples of recommendations that the Commission should make in its report. 75 respondents made in total 189 recommendations. They fall under six headings with 21 factors. Detailed breakdowns of the categories can be found at the end of this section.

- | | | |
|-----|--|---|
| I | PERSONNEL
ADMINISTRATION: | more promotions, better process; easier transfers in and out of foreign service; improvement in personnel officers; more career planning; more temporary postings; improvement in recruitment; better appraisal system; less discrimination; fairer postings; other (FSE concept, more grades, training, less lateral entry, more leaves of absence). |
| II | ROLE AND FUNCTION
OF FOREIGN SERVICE: | define role and function; more specialization; departmental concerns; other (consolidation, no consolidation, no FS Act). |
| III | ENVIRONMENT: | policy on spouses; other (better briefings, security, accommodation). |
| IV | COMPENSATION: | better pay package; annual home leave; other (hardship allowances, scrap FSD's, post index). |
| V | ADMINISTRATION/
MANAGEMENT: | more responsive management; other (less administrative bureaucracy in Ottawa, increase budget and staff, centralization, decentralization). |
| VI | OTHER | |

	% of Total Res- ponses	Total no. Res- ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10,
Number of Respondents			7	10	20; 7, 5, 8	38; 21, 9, 8
I PERSONNEL ADMINISTRATION	48%	90	11	16	15; 7, 4, 4	48; 30, 8, 10
II ROLE, FUNCTION OF F.S.	17%	32	-	-	17; 5, 6, 6	15; 8, 7, 0
III ENVIRONMENT	12%	23	-	-	11; 2, 0, 9	12; 7, 3, 2
IV COMPENSATION	12%	23	-	1	9; 6, 0, 3	13; 6, 4, 3
V ADMINISTRATION	6%	11	-	1	3; 1, 0, 2	7; 3, 1, 3
VI OTHER	5%	10	1	2	2; 1, 0, 1	5; 4, 1, 0
		189	12	20	57; 22, 10, 25	100; 58, 24, 18

SUPPORT GROUPS, A AND B

The Administrative staff accounts for 17% of the recommendations made, and except for a suggestion that Ottawa show more appreciation of the Support groups, two requests that their work be improved, and a demand for annual home leave, all its recommendations have to do with improvements in personnel administration.

Recommendations call for:

- (i) an improvement in personnel officers - they should be better trained, and they should be non-rotational so that continuity in one's career might be maintained;
- (ii) the end of discrimination towards administrative staff;
- (iii) more promotions, better career planning, and fairer postings;
- (iv) a better appraisal system;
- (v) a change in recruitment practices.

Specific recommendations are:

- (i) that foreign service officers should be given training courses in what secretaries are expected to do, and in how to induce and maintain a satisfactory level of morale;
- (ii) that appraisals, when they go before the review committee, should be accompanied by the appraisals of the rater;
- (iii) the SCY's with experience should not have to start at the SCY-1 level.

PROGRAM GROUPS, C AND D

I PERSONNEL ADMINISTRATION

40% of the Program groups' recommendations are related to personnel administration (26% of group C's recommendations, 48% of group D's; 46% of EA's, 35% of ITC's and 33% of CEIC's).

EA officers are most concerned with better promotions, fairer postings and easier transfers in and out of the foreign service. There are no factors stressed by ITC or CEIC; the most often called-for recommendation by ITC officers (3 mentions) is easier transfers in and out of the foreign service; by CEIC officers (4 mentions) is more temporary postings.

Specific recommendations are limited for the most part to recruitment and re-entry, and to what should be done about appraisals. It is recommended:

- (i) that recruitment be done at a higher level, that competitions be introduced, that classification be commensurate with academic background;
- (ii) that the hiring process be stopped so that promotion opportunities can improve;
- (iii) that reintegration not be done at base level;
- (iv) that there be an independent body to judge appraisal reports which has the power to investigate discrepancies;
- (v) that appraisals be retyped and unsigned before going to committee;
- (vi) that appraisals be done by a highly-skilled team which visits posts and assesses workloads and performances.

II ROLE AND FUNCTION OF THE FOREIGN SERVICE

17% of the recommendations given are related to the role and function of the foreign service. Officers with less than five years' experience are far more concerned than those with five or more years' experience that the role of the foreign service and its particular functions be defined. 30% of group C's responses and 15% of group D's are related to the philosophy underlying the foreign service and its operations.

ITC officers are much more vociferous than are the officers from the other departments when it comes to defining what their particular goals are and how the foreign service should accommodate those goals. 38% of ITC's recommendations deal with the role and function of the foreign service (and, to be sure, the Trade Commission Service), while only 16% of EA's and 14% of CEIC's recommendations do.

Trade should be done by trademen, not diplomats; the *raison d'être* of the TCS should be sales; the TCS does not exist to make trade agreements, the TCS management should act only as a posting office, not as a policy-maker; the TCS should be able to deal directly with businessmen in Canada and should not have to go through Ottawa.

All these recommendations can be summed up in the warning: "Beware of pushing integration too far, or departments will lose a sense of themselves and their work."

Other major recommendations include:

- (i) the foreign service should be separate from the public service - there should be a Foreign Service Act;
- (ii) the foreign service should be dismantled - there is no longer any need of it;
- (iii) the view of the role of the foreign service should be modified - the service no longer represents but co-ordinates;
- (iv) the foreign service should play a greater role in the policy decisions of domestic departments - Canada is becoming isolated in many fields;
- (v) the size of the foreign service should be reduced - its specific economic and defense goals should be defined and fuzzy objectives in the areas of information and culture should be given low priority.

III ENVIRONMENT

In this category, recommendations centre almost exclusively on the alleviation of problems related to spouses; they represent 12% of the recommendations made by officers. 19% of all recommendations made by CEIC officers, 10% of EA officers and 9% of ITC officers are on the subject of spouses.

While many merely state that there needs to be a policy on spouses, others give more specific recommendations:

- (i) Canada should sign more reciprocal agreements on the employment of spouses;
- (ii) spouses should be employed at the post;
- (iii) spouses should be compensated financially while on a posting; spouses should not be compensated financially while on a posting;
- (iv) time away from a job at home should be considered leave without pay;
- (v) time in the foreign service should qualify as time in Canada for foreign-born spouses seeking Canadian citizenship.

The four other recommendations on environment (three of which are made by CEIC officers) concern security (1), accommodation (1) and better briefings for the family (2).

IV COMPENSATION

Recommendations on compensation, 14% of the recommendations given by the officers, are directed primarily at obtaining a better pay package (5% of all recommendations) and annual home leave (3% of all recommendations).

Two particular proposals are:

- (i) that a system of mortgage management (which takes into account the rate of inflation) be established to ensure that a house can be bought in Canada, so that children overseas are able to identify themselves with a domicile in Canada, so that the foreign service employee does not suffer financially by being out of the country for a period of years;

- (ii) that there be a policy to provide adequate compensation to a family which has suffered because of a terrorist action, whether the suffering be physical or mental.

V ADMINISTRATION/MANAGEMENT

This category represents 6% of the total number of the officers' recommendations. They call for more responsive management, fewer bureaucratic problems. There are also recommendations to increase the budget and staff of the foreign service, to decentralize its operations, to tighten up its centralization.

VI OTHER

Other recommendations include:

- (i) the Department of External Affairs should be integrated into downtown Ottawa - it is too isolated, too separate in the Lester B. Pearson Building;
 - (ii) there needs to be public relations work done in Canada on the foreign service - the media and public are ignorant of the work of embassies;
 - (iii) il faut être une formation sur le pays Canada en générale avant une affectation prolongée à l'étranger;
 - (iv) il faut améliorer le rôle des francophones - ils occupent les positions moins importantes;
 - (v) there must be something done to alleviate the problem of alcoholism in the foreign service.
-

Breakdown of factors according to category is as follows:

I PERSONNEL ADMINISTRATION (48%)		% of Total Res-ponses	Total no. Res-ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
Number of Respondents				7	10	20; 7, 5, 8	38; 21, 9, 8
1) more promotions, better process			16	-	4	3; 2, 0, 1	9; 6, 2, 1
2) easier transfers in, out of F.S.			11	-	-	1; 1, 0, 0	10; 5, 3, 2
3) improvement in personnel officers			8	2	4	1; 1, 0, 0	1; 0, 0, 1
4) more career planning			8	3	1	2; 1, 0, 1	2; 1, 1, 0
5) more temporary postings			8	-	-	2; 0, 1, 1	6; 2, 1, 3
6) improvement in recruitment			8	1	1	2; 0, 1, 1	4; 3, 0, 1
7) better appraisal system			7	1	2	-	4; 3, 0, 1
8) less discrimination			6	4	1	-	1; 1, 0, 0
9) fairer postings			6	-	1	2; 1, 1, 0	3; 2, 0, 1
10) other			12	-	2	2; 1, 1, 0	8; 7, 1, 0
Totals			90	11	16	15; 7, 4, 4	48; 30, 8, 10

II ROLE AND FUNCTION OF FOREIGN SERVICE (17%)		% of Total Res-ponses	Total no. Res-ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
Number of Respondents				7	10	20; 7, 5, 8	38; 21, 9, 8
1) define role and function			14	-	-	8; 3, 1, 4	6; 3, 3, 0
2) more specialization			6	-	-	2; 1, 0, 1	4; 3, 1, 0
3) departmental recommendations			6	-	-	4; 0, 3, 1	2; 1, 1, 0
4) other			6	-	-	3; 1, 2, 0	3; 1, 2, 0
Totals			32			17; 5, 6, 6	15; 8, 7, 0

III ENVIRONMENT (12%)		% of Total Res-ponses	Total no. Res-ponses	A 11	B 10	C 20; 7, 5, 8	D 44; 24, 10, 10
Number of Respondents				7	10	20; 7, 5, 8	38; 21, 9, 8
1) policy on spouses			19	-	-	8; 2, 0, 6	11; 6, 3, 2
2) other			4	-	-	3; 0, 0, 3	1; 1, 0, 0
Totals			23	-	-	11; 2, 0, 9	12; 7, 3, 2

IV COMPENSATION (12%)	% of Total Res-ponses	Total no. Res-ponses	A	B	C	D
			11	10	20; 7, 5, 8	44; 24, 10, 10
Number of Respondents			7	10	20; 7, 5, 8	38; 21, 9, 8
1) better pay package		10	-	-	6; 5, 0, 1	4; 3, 1, 0
2) annual home leave		6	-	1	1; 0, 0, 1	4; 1, 1, 2
3) other		7	-	-	2; 1, 0, 1	5; 2, 2, 1
		23	-	1	9; 6, 0, 3	13; 6, 4, 3

V ADMINISTRATION/ MANAGEMENT (6%)	% of Total Res-ponses	Total no. Res-ponses	A	B	C	D
			11	10	20; 7, 5, 8	44; 24, 10, 10
Number of Respondents			7	10	20; 7, 5, 8	38; 21, 9, 8
1) more responsive management		6	-	-	1; 0, 0, 1	5; 2, 0, 3
2) other		5	-	1	2; 1, 0, 1	2; 1, 1, 0
		11	-	1	3; 1, 0, 2	7; 3, 1, 3

VI OTHER	% of Total Res-ponses	Total no. Res-ponses	A	B	C	D
			11	10	20; 7, 5, 8	44; 24, 10, 10
Number of Respondents			7	10	20; 7, 5, 8	38; 21, 9, 8
	5%	10	1	2	2; 1, 0, 1	5; 4, 1, 0

QUESTION 10

ADDITIONAL COMMENTS

Respondents were requested to add any comments they had about their foreign service experience which they might not have had a chance to introduce into their previous responses. In general, thoughts were merely reiterated; some of the more individual comments are listed below:

- (i) people would continue in the foreign service without promotion, without job interest, if morale could be kept up (group A);
- (ii) instead of considering it a privilege to serve, people thought they were good to work (group B);
- (iii) there is a greater number of fascinating jobs in Ottawa than there used to be, and Ottawa as a city has come into its own - by contrast, the foreign service is not as attractive as it once was (group C);
- (iv) the essence of the relationship between countries should be political, not economic; Americans often take more advantage of their economic superiority over Canada than is right, and we allow ourselves to be taken advantage of (group C);
- (v) alcoholism and mental problems are rampant in the foreign service, but people are afraid to talk about them (group D);
- (vi) people who leave the foreign service are all between 30 and 35 years of age, have had one or two postings, and are ripe for the private sector and domestic governments. If people stay in much past the age of 35, it becomes unlikely that they will be attractive to other employers, and hence they will be unable to leave; the ones who stay become "stuck" and frustrated (group D);
- (vii) the foreign service is of good quality, with a remarkable intellectual level, much higher than in the private sector. Among the departments, ITC is the best, the closest to daily reality; EA people are isolated and interested only in their careers (group D);
- (viii) the Trade Commissioner Service has died - anyone joining the foreign service interested in trade should join EA and play the game (group D).

REPORT ON INTERVIEWS WITH FOREIGN SERVICE MEMBERS

Accommodation

Administration

Diplomatic/Non Diplomatic

Employment of Spouse

Family

Health

Job Satisfaction

Security

Socio-Cultural

TEAM INTERVIEWS
ACCOMMODATION

The major issues discussed under the topic of accommodation were: poor accommodation; mismatched furniture; discrimination between officer and support staff housing; allocation and acquiring of housing; rent shares; and length of time in settling. Some recommendations were also made.

Complaints about accommodation were numerous. Problems raised concern moving into dirty accommodation with inadequate furnishings. These types of problems may seem small but they give a bad impression which can colour the outlook on the entire posting. There were complaints that inventory control procedures are not being followed. The people are coming in to find accommodation with furnishings that are mismatched but more importantly, have been badly damaged, and there has been no effective control or action taken about the situation. The procedures in the material management manual are not being followed. Whatever inventory control system is supposed to be in place simply does not work. People can and do leave apartments or housing in a disastrous condition and they are not made to account for the mess.

Most of the apartments were considered too small and too cramped. Some people had water backing up into the apartments. Guards, who work shifts complained of having no quiet place to sleep during the day.

Very poor service on appliances was another grievance. Broken down washers can take 3-4 weeks to repair only to break down again. This situation was considered ridiculous especially for families with infant children. Maintenance of accommodation was considered very poor. Needed repairs such as furnaces, leaky walls and plumbing were let go for too long. Even when housing was considered to be fairly good, as was the case in , servicing of the houses was extremely poor, and was causing enormous frustrations for the people who had to live in these houses. It was also felt at this post that the crown leased houses were being better serviced than the private leases yet people in both types of houses were paying the same shelter cost.

One example of poor accommodation cited was the communicator who spent two years in his accommodation in without heat or hot water. The department advised the post that he was overhoused; ICERIS condemned the accommodation on their inspection of post housing.

The general feeling was that headquarters should be responsible when providing housing to staff, to provide sufficient funds to keep the accommodation in a liveable condition. When requesting money from Ottawa for maintenance, the answer is always "We don't have the funds". However, the department expects everyone to pay their rent share by the first five working days of each month. They would not accept the excuse that staff don't have the money to pay their rent for any given month and most likely the amount owing would be immediately deducted from their salary or allowances.

Furnishings were criticized. One complaint concerns the selection of furniture for a sub-tropical climate. Some of the chesterfields are woolen and therefore wear out more rapidly. Cotton fabric is much more preferable for this climate. There were a number of complaints about the size of the furniture. Canadian-scale furniture is just too large for the size of the rooms. Crown accommodations are impersonal and furnishings are only the most essential required. There are no little luxuries such as a dishwasher which people would have at home. It was felt that the quality of furniture now being supplied to staff accommodations has deteriorated. The Department has put no effort into acquiring good quality and appropriate furnishings for accommodation abroad. Complaints about old furniture that no longer matches are frequent. The post administration has also been allowed to switch furniture from one S.Q. to another whereby one accommodation ends up with all the leftovers. This is a cause of very low morale at posts and should not be allowed.

There were a number of allegations that officers get better housing, better furnishing and better maintenance services. Requests from support staff for furnishings and repairs are met with delays. It was suggested that officers get priority on repairs and painting. Three examples were cited of phone calls received by workmen at Support Staff Quarters who abandoned their work because they were called away to work at officer's houses. Officers get large houses and support staff get small apartments and this is seen as discrimination. Support staff complained that furniture meant for them was ending up in officer quarters leaving the cast-offs for support staff. The support staff felt that there was no reason why support staff should not be entitled to the same amount of furniture as an officer. There was no reason why a single FSO on his first posting should be better housed than a

support staff couple who had lived on 2 salaries while in Ottawa and had acquired quite nice housing. The general idea was that all employees at the post represent Canada and housing and furnishing should portray this fact.

There were complaints about housing single officers in houses and housing support staff with two or three children in small two-bedroom apartments. The reasoning by External Affairs for housing single officers in houses is because of their representational duties. However, in the Chancery has special accommodation for entertaining purposes. Therefore, there is no need for discrimination in housing at this post, or other posts in similar situations.

Cases were cited where appliances were removed from support staff apartments to replace broken appliances in HOPs house.

Although nothing very definite was said concerning crown-leasing versus private-leasing, there were some complaints about the acquiring of housing. Reference was made to a person who had come from Ottawa to acquire housing for the post. He commented that he had never worked abroad. The people at the post found it unbelievable that these are the very people who are making decisions about housing which is one of the most important aspects of life abroad.

There is little foresight used in assigning housing. One example was given of a family with young children who ended up with an apartment with a balcony where control of the youngsters was difficult. It is the kind of situation which a little common sense and foresight could avoid.

There were a number of complaints concerning the refugee programme in . A team was sent out from Ottawa to acquire accommodation. They made it clear that they were going to rent accommodation "on the cheap". The officers spent much time fighting the team and Ottawa to ensure decent accommodation for themselves and their families. It does not seem to have been taken into consideration that by the nature of the programme, officers would be away from their families for extended periods of time and would leave their wives alone in these apartments. If these apartments are poor or poorly furnished, this would just exacerbate the problems that already existed because of the programme pressures on the husbands. No one seemed to recognize that those who work on the refugee programme would need even better accommodation and furnishings than the people who were living and working on a regular basis in in order to ameliorate the extra frustrations brought on by the nature of this emergency programme, in particular the fact that the wife and the family would be there, alone, while husbands were regularly away.

A number of people complained about the length of time it takes to settle into their accommodation. Many people in had to stay in hotels for three months before their accommodation was ready. This length of stay in a hotel, especially in the case of families had a permanent negative impact on them and made their entire posting that much more difficult.

A communicator stated that he was six weeks in a hotel in Ottawa before going to post, because his house wasn't ready. The mission finally advised Ottawa that his accommodation was ready and he left for his new posting. On arrival he found his house wasn't ready, no furniture or electrical appliances. It took him six months to get settled. Long delays in moving into houses and getting furniture creates a negative outlook on the posting. The settling in period is much longer and more troublesome than it should be.

The rent share system is causing concern for some people who feel that it does not operate in an equitable way. There is great dissatisfaction about rent shares. Comparability with Ottawa is considered useless as the situations are not comparable and if you are in Crown-leased accommodation, there is no element of choice. Some people are paying higher rent shares than others for less satisfactory accommodation. If Foreign Service members must pay rent shares comparable to their Ottawa rents, they should receive the same benefits.

Some of the injustices of the system were pointed out. FSD 25:02 deals with conceived but unborn children and the resulting increase in rent share. But, when a child leaves the family to go back to Canada there is no reduction in rent share. Essentially the concern is that the rent share is based on an arbitrarily generalized situation which may be totally out of line with an individual's real life situation.

There was a question as to whether the government could supplement rent shares for those people who were receiving less rent for homes in Ottawa than it was costing them in rent shares.

There has been a decrease in quality of housing but the rent shares haven't been brought into line with housing. The rent shares are also more than what one pays in Ottawa.

A number of recommendations or suggestions were made concerning accommodation. The wives believed that they should have some input into the housing committee since they are the ones who spend most of their time in the house, and the ones for whom the house forms a much more important facet of their existence at a post.

Rent shares should be revised. In view of the fact that allowances at Post are cut when a child leaves, rent shares should be reduced accordingly.

S.Q.s should be inspected on a regular basis to ensure that proper standards of cleanliness and care of property are being exercised, and to fix responsibility and cost if such standards are not maintained. Prior to departure an audit of all the furniture and fixtures and appliances should be made, thus controlling the inventory for each S.Q..

It was suggested that the government purchase of housing would prove more economical in the long run.

There should be more post assistance in locating suitable quarters. Some people are getting caught in apartments which are not suitable but may have taken two months to locate. It was also suggested that housing should be managed by a Canada-based officer not by locally engaged staff as it frequently seems to be.

When comparing houses to Ottawa standards, the environment around the house -- recreation facilities, shopping, parking, security, etc. should be considered as well as the size of the house.

Support staff should be represented on housing committees.

An officer posted to Ottawa for the first time after ten years abroad felt that Ottawa should be treated as any other post and crown-leased accommodation should be available.

It is the Department's responsibility to ensure that furniture shipped to posts is of good quality and is what is required. Furthermore, they should ensure that the furniture will fit into the appropriate spaces.

TEAM INTERVIEWS - ADMINISTRATION

Administration, both headquarters and post, was critized during discussions. The problems caused by austerity and poor communication with Ottawa were also discussed. A few comments were also made on the concept of a separate Foreign Service Act.

Post Administration

The quality of post administration was seen as poor, in part because of inadequate training and too rigid interpretation of regulations. One officer stated that "the system annoys, vexes, wastes time and money and is discriminatory in its application". Another officer made the point that inspection teams never got at the real issues because they shied away from criticism of the heads of post. He suggested that there was a "HOP Club" characterized by a common level of insulation from the real concerns and day to day problems of personnel at the post. In this officer's view the attitude of a HOP was crucial and could make or break the post - but little was done to require him to perform effectively.

Several people including some HOPs suggested that more emphasis should be placed on the training and development of good managers. According to a number of people at one post, some of the posts problems can be related directly to the Ambassador who is not managing his post, who is reneging on his responsibilities and who is generally portrayed as indecisive. He has had no experience with management and basically has little involvement with the various programs. The HOP at this post commented that training for senior management was necessary especially in the areas of financial, personnel and general administration.

Post administration personnel lack inter-personal skills. Few of the administrators have any training in dealing with people and there does not appear to be any formal plan to see that these people get the training they need. Professional administrators are critical to some posts.

To be able to manage, people need at least some basic training and not providing this essential training is one of our major failures.

One group of officers felt that the government was not getting full value from its' foreign service officers abroad because of the inordinate amount of time the latter had to spend trying to resolve administrative hassles.

There was strong exception taken to the fact that Heads of Post are paid high salaries and are presumably appointed for their abilities and yet are not allowed to make even minor decisions. One group of HOPs felt that they should be given more authority and have more flexibility in looking after local problems. One HOP felt that his administrative problems would have been somewhat easier if he had had clerical staff with training for the job they were assigned. He felt that administrative support staff should be upgraded and that office managers and administrative officers should receive adequate training. This group also thought that External Affairs should realize that you cannot live abroad the same way you can in Ottawa.

Better training for both HOP and administrative staff was seen as the solution to Post Administration problems along with awarding more authority to the Head of Post.

Headquarters Administration

The fundamental problem in the area of headquarters administration is that External Affairs was perceived as basically not interested in post operations or in employees abroad. Senior management is too distant from the people in the field. They do not seem to know what problems employees abroad are facing. Descriptions of management in the foreign service range from "totally insensitive" to "totally inhumane". External Affairs as the department charged with administration was singled out with vehemence and with obvious ill-will. Posts sense a "powerlessness" against Ottawa and a feeling that Ottawa is deliberately going out of its way to make life difficult overseas.

One officer stated that "External Affairs must be seen to be caring about people because people are what we are all about". Foreign Service officers should be taught interpersonal relations to a much greater extent than at present. They must learn how to manage people, how to identify good employees and how to give employees interesting jobs.

One post remarked that Ottawa does not want to hear from the posts. It is too caught up in its own crisis management and daily issues to be able to effectively use information provided by the post in the formation of policy. Management must not only be open to inputs from the posts but must also

give direction to the posts in this matter by identifying these specific issues of concern to headquarters. There is a definite lack of responsiveness by the central administration to requests from the posts.

Some people suggested the need for an ombudsman to act on behalf of the employee overseas. This person should have sufficient clout to get a problem resolved. An ombudsman could at least attempt to bring some justice into the system on behalf of those stationed overseas. One officer links the present problems in the Foreign Service to the fact that the attitude of management has changed from being one of treating the Foreign Service employee as part of a professional service to that of treating them as adversaries. Basically the problem boils down to Management versus the employees.

Complaints were made about the lack of administrative flexibility especially in the interpretation of the FSDs. The system does not take into account any special circumstances.

The Foreign Service is "administered to death" but it is not managed.

Communication

A number of people complained about the lack of essential communication with Ottawa. There is a definite lack of coordination and cohesion between post administration and administration back in the Ottawa-based headquarters.

Responsiveness of the Ottawa end of operations was low. Correspondence or communication with Ottawa was frequently either unanswered or answered very late.

One post has been told for over a year that there was an administration officer coming in - now he is not. There is also a maintenance man who is coming but never arrives. This poor communication with headquarters only serves to widen the credibility gap.

Another post suggested that communication between posts and Ottawa is now virtually one way: posts to Ottawa. Posts now get the feeling that their political reporting function is like "dropping stones in a well". Ottawa should be reacting to the posts reporting as well as telling posts what reporting they want.

One group of officers were of the opinion that they were isolated from management and from an understanding of Canada's foreign policy objectives. They claimed to be looking for a sense of a coordinated foreign policy; instead what they saw was a "rudderless ship".

Poor communication between the post and headquarters heightens the feelings of "powerlessness" of the post employees.

Austerity

Several posts blamed the morale problems on the effects of austerity. They say that the workload at the Embassies is increasing but there is no increase in the number of staff either at the program or the support level. Programs have suffered because the level of service has been increased without a concomitant increase in the resources to implement this level of service. The paper burden is forever increasing. However, if one tries to cope with this by the use of modern office technologies such as the word processor, Ottawa reduces the support staff accordingly.

The government has led the public to expect a very high level of service from the Embassies abroad, a level which is increasingly difficult to maintain in conditions of austerity.

The refugee programs are affected because not enough staff was sent to administer the programs. As a consequence, the officers are tremendously overworked. Under austerity conditions, decisions were being taken by post administration that were penny-wise and pound foolish. The long-term costs of economies are not clearly assessed.

Expenditure restraint should have been presented as something to be achieved through a co-operative effort on the part of the whole Foreign Service.

The effects of austerity - increase in workload, decrease in manpower and resources, contribute to the morale problem in the foreign service.

Simplify Administration

Several people suggested that administration should and could be simplified. People complained about the administrative burden. The work involved in both personal and post administration should be simplified in order, among other benefits, to free people to devote their energy and attention

to substantive concerns. Administration, both at home and abroad, has to be overhauled and made more manageable and efficient. The Foreign Service is approaching the point where administering itself is consuming more material and personnel resources than it requires to implement its primary task of representing Canada.

Concern was expressed over the Red Tape and Paper Burden. As one person commented, one is subject to a "Chinese water torture" of administrative procedures and practices.

One FSO in charge of administration complained about the "bureaucratic disease" which was wasting her time, that Canada was "opening missions to administer themselves". All this time and energy was being taken away from the basic functions.

The message is clear: cut out the excessive paperwork and thus simplify administration procedures.

Foreign Service Act

Support for a separate Foreign Service Act was based on the recognition of the distinctive character of the Foreign Service. The Foreign Service is quite different from the Public Service and one cannot treat the foreign service like the domestic service. A Foreign Service Act would bring about a change in attitude and a recognition of this fact. Such an act would have the effect of resuscitating the idea of a career foreign service. It would provide a focus of attention on the career aspects of the service and also would recognize the different environments in which the Foreign Service is forced to operate.

The concept of a separate Foreign Service Act should be studied.

TEAM REPORTS - DIP/NON-DIP

In general, comments on the dip/non-dip issue were made by support staff or non-diplomatic people although some officers did mention it on behalf of the non-dip employees. The two major issues voiced were discrimination and the lack of perks or privileges.

The general consensus was that Diplomatic passports should be issued to everyone and that all foreign service people should be posted with the same privileges.

DIP passports are necessary for security reasons especially in countries where there are social or political problems. People without DIP passports are often hassled by the local officials. One family was detained at the airport and their child was on medical evacuation.

The two passport system makes the support staff feel like second-class citizen. They feel that this discrimination reinforces the differences already existing between support and officer staff. The split between dip and non-dip staff has serious effects on morale and the spirit of co-operation at a post.

The support staff resent the various privileges granted to diplomatic staff such as the right to buy and sell cars. Diplomats are allowed to gain profit from the sale of cars whereas non-diplomats not only are not allowed to sell and gain a profit but in many cases cannot even import cars. There is great resentment over the fact that FSOs, who already

have higher salaries are allowed to purchase duty free goods. The higher paid diplomatic staff in were able to buy gas at \$1.50 a gallon while the non-diplomatic staff had to pay \$2.75.

Diplomatic passports would enable support staff to order necessary food items, which can not be purchased on the local markets at many of the posts. The present system is that support staff must approach an officer at the post for permission to use his name to import the necessary food items. This is sometimes embarrassing and degrading, especially when an officer is reluctant to have items ordered in his name. It is degrading for support staff to ask for import privileges or be subject to the whim of a particular head of post. Some heads of post are very good when it comes to treating support staff fairly while others are not.

Another area of concern was housing. Officers get large houses while support staff are assigned small apartments not suitable for any employee abroad. One solution to the problem would be to house everyone at the same level and to furnish all staff quarters much the same way. It was insulting to consider that the departmental guidelines for the furnishing of staff quarters allowed \$285.00 for a bed for support staff but \$395.00 for a bed for the master bedroom of an officer's accommodation.

The dip/non-dip issue was thought to have a greater effect on wives than on husbands and therefore, on marriages. Diplomatic I.D. cards would certainly ease the lives of support staff wives.

The support staff feel like second-class citizens because they lack DIP passports and they resent this form of discrimination. They also resent the fact that all the "perks and privileges" go to the officers who are earning higher salaries.

The Foreign Service doctors feel discriminated against as they are "the only officers without diplomatic status". They feel that as professionals they should have diplomatic status and they resent being considered part of the support staff group. The non-diplomatic status of medical officers abroad makes their work more difficult or complicated than should be the case and runs counter to the status which doctors enjoy in Canadian society.

The lack of a DIP passport sometimes complicates the performance of duties. A doctor who was carrying insulin was detained in although he had the proper documentation. He felt that there would have been less chance of interference if he had been carrying a diplomatic passport. One of the duties of a communicator in was to meet the courier at the airport. Everytime she went to the airport, the local officials would give her a hard time because she didn't have a diplomatic identity card.

The RCMP who now have DIP passports, do not have them universally. For example, in , the Ambassador has refused to allow the RCMP officer a DIP passport. The RCMP feel that the nature of their work, their constant contact with high ranking people requires a diplomatic passport for professional reasons.

Lastly, the support staff think that Ottawa very often makes excuses rather than provides reasons for the distinction it makes in its treatment of support staff as opposed to officers.

EMPLOYMENT OF SPOUSE

The main issues discussed under the topic of Employment of Spouses were lost career opportunities and lost income; the absence of a widespread system of reciprocal agreements with other countries respecting employment of spouses; the failure to hire more spouses to fill LES jobs; absence of any recognition for spouse's contribution and the failure to provide more help to spouses on return to Canada in their attempt to resume their interrupted careers.

There was strong support for the idea of career counselling for spouses prior to posting. Spouses would like to see an information bank, in Ottawa, which could provide data with regard to job availability in the country to which they are being posted as well as information on job availability in Canada on return from postings abroad.

One specific suggestion made by one wife was that there should be a fulltime counsellor in Ottawa paid for by the government, whose job would be to counsel spouses on job opportunities at home and abroad.

People generally agreed that, while embassies shouldn't be required to hire spouses, some priority should be given to spouses where hiring them is possible. Spouses should be able to compete for jobs at the embassy and be given priority if they have the qualifications. A general inventory of the skills of spouses should be kept in the embassy so that spouses may be considered for employment. The suggestion was also made that spouses working in the embassy be paid a Canadian salary rather than a local salary although some spouses commented that they were more interested in retaining their skills and the personal satisfaction of working than in monetary benefits. Spouses should also be hired on a preferential basis over local non-Canadian contract. Employment of spouses at other embassies could be facilitated by exchanging lists of available spouses with information on their skills and specialties.

Recognition was given to problems which might arise if spouses were employed in a LES position. One argument in favour of employing spouses was that they were better qualified and more productive than the locals.

An argument against was that in a small post, hiring a spouse could cause unrest at the office. Employment of spouses would have to be considered on an individual basis. One group of officers said that there should be more opportunities made available to wives to seek employment in our Embassies. When asked if, as program directors, they would accept spouses in their offices, they replied that there would have to be some flexibility but if this was put forth as a policy it would encourage a change in attitude.

A suggestion was also made that spouses overseas should be included in the area of competition for Canada-based positions.

Several people also recommended that leave without pay should be provided for former public servants who are posted with their spouses overseas.

Some individual issues included a comment that life could be made easier for spouses attempting to take correspondence courses if the mail was more efficient. The mail service is essential for sending course material, exams, completed work. Another spouse complained that spouses who do work abroad never manage to gain any seniority in their jobs because of constant postings. They are always starting over again in new jobs, in new places. One wife had to give up her job because the post decided that there was a conflict of interest between her job and her husband's.

There were also complaints that postings abroad interrupted not only careers but education and training programmes.

The loss of income when a spouse cannot work at a post is becoming a problem for foreign service families. The people interviewed recognized the fact that the two career or two salary family was becoming more and more common. The loss of the second income when the family is posted and the spouse cannot work is becoming more obvious and is a cause for dissatisfaction. People are concerned about this issue and feel that some sort of compensation should be made. One suggestion was that the foreign service premium be raised to compensate for the loss of the second income. Another suggestion was that there be some form of income splitting where some portion of the monies paid to the employee were directed to the spouse. The attraction of this idea would be immediate tax benefits on the assumption that the income was declared by the two individuals thus dropping the taxable income for each. Basically, people are feeling the loss of the second income and feel that something should be done either by helping the spouse find suitable employment or by financially compensating the family for the loss.

The UIC issue was raised by a number of people. When spouses are working in Ottawa between postings UIC deductions are made from their pay but they cannot collect UIC payments when they are unemployed at foreign postings and they think this situation is very unfair. The general consensus was that UIC payments should be made available either while abroad, or immediately upon return to Canada when the spouse is seeking employment.

There was strong support for government assistance in retraining and reentering the labour force upon return to Canada. Some spouses suggested that this help in reintegrating could be in lieu of receiving direct financial compensation for their active participation in their husband's career.

Regarding representational or hospitality duties most spouses wished for some recognition of their participation although they were not necessarily looking for direct financial compensation. Some suggestions for compensation were a tax benefit for hospitality duties or pension benefits or monetary compensation on a piece basis for receptions. Again, the suggestion was made that a better system to compensate spouses for representational duties would be some assistance for retraining at the time of reentry into Canada. Another way of recognizing the spouse's contribution in representation is to pay part of the hospitality allowance directly to spouses.

Some people felt that spouses are being taken for granted, especially in hospitality duties, carrying out cost of living surveys and helping in the community. One wife of a HOP believed that she was really an unpaid employee of the crown and was quite bitter about her role. She worked without compensation, yet was basically in charge of running a very large residence which she didn't consider her own personal home. The wife of the HOP, because of her responsibilities was much more tied down to her house and to her husband's job.

All agreed that there should be some payment or recognition for the hospitality role that is played by spouses.

The one subject that everyone seemed to agree on was that the Canadian government should be making greater effort to negotiate reciprocal agreements with other governments concerning employment of spouses. They wondered if External Affairs really understood how important this matter is to the foreign service spouses.

Two people expressed the concern that "working couples" in the foreign service would tend to move mainly to the larger and better posts because of a shortage of positions at hardship posts and this might be seen as discrimination in favour of working couples.

The following recommendations were made with regards to employment of spouse: payment of earned UIC benefits; consideration of the spouses' career aspirations and employment prospects; greater efforts by the Canadian government to negotiate reciprocal agreements; some form of recognition for the participation of the spouse in representational duties; greater effort to employ spouses at the embassy and some type of assistance in reentering the labour force upon return to Canada.

TEAM INTERVIEWS -
FAMILY

The two major issues discussed under the topic of Family were the Citizenship Act and education. The need for greater consideration of family interests was also mentioned.

Citizenship Act

Concern was expressed about the injustice of the change in citizenship requirements from one year to three years of residence. People agreed that the Citizenship Act or the interpretation of it should be changed in order to give deemed residence to foreign born spouses of foreign service employees. What was particularly annoying to one group was that wives who are with their husbands outside of Canada are deemed to be residents for the purposes of the Income Tax Act, but not for the purposes of the Citizenship Act or other benefits, such as the Old Age Pension. Some spouses expressed concern as to their own legal status should something happen to their husbands since their own visas were given because of the status of their husbands at the Embassy. If the husband died, would the Canadian government look after them even though they are on another country's passport. Basically, the people who mentioned this issue wished to see changes to the Citizenship Act regarding residence qualifications for spouses.

Education

Education, both at home and abroad, is a major concern for foreign service families. A group of officers' wives suggested that much more specific information is needed in Ottawa on the Ottawa school scene, especially at the high school level for the benefit of families returning to Ottawa. What is needed is a designated person at External Affairs who will be highly knowledgeable on both French and English schools and systems, and with whom families in the field may correspond. The difficulty of integrating children back into the Canadian school system when they had been in different school systems abroad was also mentioned.

Several families mentioned the problem Francophones had in dealing with the Lycée system and continuity on return to Canada. When the children are abroad they attend the French Lycée school system. The cost of enrolling a child in the Lycée Claudel in Ottawa is approximately \$2500 per child. This fee is not tax deductible. These families think that it is unfair, in the case of rotational staff, that the cost of Lycée fees in Ottawa are not met or at least subsidized by the government, in order for the child to maintain his or her standard of education. They would like to see some assistance forthcoming in this matter.

People complained about the lack of information on education at the posts and the lack of assistance by the posts in enrolling their children in schools. At some posts, the schooling is not considered adequate. In some places, distance to the schools is a problem. When children are being educated abroad, depending on where they are, there may be no opportunity for them to be educated in or get French as a second language. Foreign Service children often lose their opportunity to acquire bilingual education. Canadian content in schooling is non-existent and a number of people suggested that Canadian content could be provided by hiring a spouse or some other Canadian on a contract basis to teach Canadian history and to provide Canadian language training. The scarcity of Canadian literature of any kind was mentioned.

Education for spouses abroad was not always possible and the lack of correspondence courses overseas made it difficult for those spouses who wanted to improve their skills and possibilities for work when they returned to Canada. One post had some additional comments on education:

- . Why can't EA pay their (major) share of school fees direct to the school, leaving the employee the need to pay only his share? Under the present rules, employee has to apply to EA for approval of arrangements with the school, then the employee has to pay all the fees and then seek reimbursement for the government's (major) share of the expenses. With all this backing and forthing, EA frequently loses the documents and/or is very slow in issuing the reimbursement of the employee.
- . What about pre-school fees? Can something be done to get rid of the arbitrary age limit for entry for 3 years, 8 months? As this imposes a penalty on those with 3 year olds who are otherwise quite prepared to enter pre-school.

- . If a mid-term posting cannot be avoided, FSDs should be clarified (and perhaps PSAC should communicate to the members) so as to make adequate provision for support of the family until it can join the employee at Post.
- . It was noted that due to cross postings on 3 and 4 year posts that many pre-teen children hardly know Canada at all. The Group all felt that VTA should be broadened to allow a family to go to their home point or spouse's home point so that children get more exposure to home.

Foreign Service families are concerned about the quality and content of their children's education abroad and on return to Canada.

Consideration of Family

One point made was that there should be a great deal more effort expended on consultation and briefing of the family unit -- the husband and wife -- at the time of posting, so that both parties are aware of the exact situation. Much more attention should be paid to postings, particularly with regards to children and family needs.

Another suggestion was that the government should give consideration to leaving foreign service officers in Ottawa during their families' formative period or during the time when children's educational or other needs can only be met in Ottawa.

One group made the following points regarding teenagers:

- . Lack of Canadian content in their schools and lives.
- . Although the Post does make available tutorials in French, other specialized educational assistance is needed, e.g. remedial reading.
- . Their social life is very restricted for safety's sake: this is hard on both the youngsters and the spouses.
- . A classification of "dependent" is needed with reference to reunion travel.
- . The problem of no summer work for youngsters.

The refugee programmes cause great stress. The officers are very overworked. They are out in the refugee camps during the week, work on reports and other office activities during the weekend, and get to see their families only irregularly. This situation has put a tremendous strain on the family and on the employees themselves. Additional strain is placed on the families when husbands are away for long periods in the refugee camps.

One couple complained that they had been thwarted in their attempt to adopt a child in Canada, because of External Affairs timings and rulings, but acknowledged that they had not laid their case before the Department.

One of the negative aspects of postings was that good friends were hard to come by in comparison to how friends would be found in a more stable environment like Ottawa. On the positive side, one of the advantages of postings for families was that there was more time for the husband and the family to be together.

TEAM INTERVIEWS -
HEALTH

The two major issues discussed under the topic of health were recreation facilities and medical services.

Medical Services covered a wide range of issues. The two things people seemed to agree on were the need for a medical evacuation scheme and the inadequacy of National Health and Welfare doctors.

People complained about the apparent lack of any clear cut evacuation plan. Clarification is needed as to whether there are actual plans in the field and whether the right to authorize evacuation actually is vested in the HOP. According to one group, this subject is not touched upon in the briefing and there is an evasion of any questions. A medical evacuation scheme is very important, especially in areas of endemic diseases.

Foreign Service members are concerned about health care in general at the posts and are not very confident in the services provided by National Health and Welfare doctors. Quality health care facilities are often absent in many hardship posts. Very strong concern was expressed by a number of people that health matters were not given sufficient priority. At one post there is a problem with the Health and Welfare visiting doctor -- he doesn't -- and people are upset with this situation. This same post suggested that passports should be available for the children in the event of a serious emergency. Another post expressed dissatisfaction with the help or assistance provided by Health and Welfare doctor, in recommending medical facilities and specific medical health care.

The Doctor himself feels that health care is adequate and he isn't prepared to recommend flying people out on medical grounds. His services as far as he is concerned are adequate.

Several people suggested the possibility that some of the embassies get together and run a Medical Dispensary with perhaps a doctor and a nurse. The Embassies could share the expenses and stabilize at least routine medical care. Another solution proposed was the hiring of a nurse who could provide basic health services (e.g. vaccinations) but could also be an interlocutor with the local medical community. There is a problem in some areas in getting sound medical advice locally. Employees tend to deal directly with doctors and physicians. They don't really have anyone who can assist them in interpreting some of the advice that is given to them. One other problem also raised was that local doctors are often reluctant to recommend that their patients be evacuated from the country because they think that it reflects on them, their professional qualities or their country.

People are basically concerned with the general quality of medical services that are available at posts. Local facilities are not always great and the presence of Health and Welfare doctors is not always reassuring.

One family complained that Health and Welfare medicals were not adequate for people going overseas. The specific example referred to in was the situation of an officer's wife who is arthritic, yet during pre-posting arrangements Health and Welfare did not point out to the family that the climate of , damp and cold, would be detrimental to her health. As well, this family received contradictory information on certain types of shots from Health and Welfare doctors.

In all fairness, here is the viewpoint of a Health and Welfare doctor, expressed at an interview:

In terms of job content and job satisfaction, he felt that it was much less than he had expected. He made the point that the role of the NHW medical doctors was in his view unsatisfactory and ambiguous. He refers here to the fact that they are there as consultants only, and not as practicing doctors offering treatment. He felt that in many cases but not all, there was a good argument that the doctor should, in fact, be a practicing doctor. We asked specifically if he felt that existing personnel were suited to that kind of role and he said that no - and that NHW would have to begin recruiting more practicing physicians before this could be fully realized. Most NHW doctors had been in medical administration too long and were too far removed from practice. He did make the point that this wouldn't necessarily be desirable at all posts but that in regions where health care was particularly difficult, the doctor should be there to treat and not just consult.

One of the other points that he made with regard to the consulting role is that it was, in his view, too easy for the recommendations that he would make as a consultant to be ignored completely by a HOP who wanted to keep an employee on the job rather than allow medical evacuation. In such an instance, the doctor is caught between the requirement to explain to the HOP the need and urgency for an evacuation and the limitations placed on this because of the professional confidentiality of the doctor - patient relationship.

A number of people also thought that there was a need for counselling services of a professional nature on problems which range from drug abuse to alcoholism to marital breakdown. One suggestion was that subsidies should be provided for foreign service members who seek counselling and psychotherapeutic services which are not covered by official medical plans. Consideration should be given to the appointment of regional mental health consultants where local facilities are inadequate.

Recreation and the need for recreational facilities is an important issue with foreign service people. Most people agreed that more health, sports and social facilities should be provided. The places where recreational facilities are available are well appreciated. Basically, two suggestions were put forth. The purchasing or leasing of a cottage, chalet, villa or beach house for use by all employees was one suggestion. The purchase of land on which tennis courts or a swimming pool could be built was another idea. These recreational facilities should not be tied into the official residence. The second suggestion was that club fees for recreational purposes should be paid for or subsidized by the government, especially in countries where all local facilities are beyond the financial means of employees or where recreational opportunities are limited. The present situation where some officers have club fees partially subsidized through their hospitality funds only serves to sharpen differences and antagonism between non-officers and officers.

There was strong support for either the provision of a recreational centre or the subsidization of club fees for all employees.

TEAM INTERVIEWS - JOB SATISFACTION

1. Lack of promotion, career structure for Support Staff

The administrative support staff strongly believes that there is no real career structure for their category. They complained of lack of career or promotion aspects. The need for more levels was stressed. The SCY group felt that there were no career possibilities for secretaries, especially in the foreign service. SCY's felt that promotions were too slow and that competent people were not always on the promotion list. They thought that promotions were faster in other government departments and for non-rotational EA SCY's. A suggestion was made for another level for SCY's, perhaps AS or Executive Assistant. SCY's also felt that seniority should play a greater role in promotion than it does. SCY's felt that APO is not honest when recruiting secretaries as they do not inform them of the lack of career opportunity.

Although the AS competition has been opened up to all Public Service employees, rotational employees

abroad cannot apply for competition in Ottawa or other areas in Canada as they do not meet the residency requirement.

The Communicators (CM's) and secretaries (SCY's) have no chance to acquire experience in fields of administration, therefore they cannot qualify for competitions such as a recent AS competition. To be accepted, the applicant had to have experience in three areas: financial management, property management, material management and personnel management. Furthermore, the competition was open to all Public Service Departments in Canada. The written examination was not on the functions of the foreign service, but on general government policy and as well, contained political questions. The examination gave the impression that the management in External Affairs were attempting to discourage its support staff from being promoted into the officer ranks and were more interested in bringing in new employees from the domestic service.

One SCY stated that she was working for a CIDA officer at the post, doing work that wasn't secretarial, but couldn't get acting pay as a CR or AS. She was very doubtful that her duties in the CIDA position would even be considered when appraisals were being reviewed and

would not help her promotion-wise or when applying for competition such as the recent AS one. A CR-3 who had been filling in for an Admin Officer FS-2 and doing an exceptional job, will be assigned to the mail room when he returns to Ottawa.

The Communicators mentioned the big push in 1975 when everyone became a CM-5. ACM-4 can only be posted to a two-man post and one-man posts are filled by CM-5s. There are only 3 posts available for CM-6s. Because the classification system doesn't allow any reasonable rotationality at the 6 level, most felt they were more interested in remaining CM-5s and retaining the chance for a wider range of postings.

The fact that the department had issued in 1978 three circular documents on CR career planning was brought to the attention of one group. Very few were aware of the plan and even less convinced that the department would aid them in following the plan by considering the gaps in their experience when posting them. The CRs felt that the solution was still in the AS stream but the problem was getting to the point where you had the expertise of a CR-6.

Some SCYs suggested that progression into the new AS rotational group should be done by identifying employees with capacity to become AS's, taking them "off the line" training them and moving them into junior AS jobs.

Diplomatic Couriers were selected on the basis of a written examination, as well as an oral interview. At the time the present couriers were selected, the Deputy Director of Telecommunication issued a letter stating that the diplomatic couriers would be promoted to the CS-MES-11 level. When this point was brought to their attention, they denied that any such guarantee was given in writing. The couriers are contemplating legal action.

2. Lack of promotions for officers

Foreign Service officers are concerned about the lack of promotions and career planning. They suggest that more levels are needed in the officer category. Officers are concerned about availability and rapidity of promotions. Reference was made to the relatively faster rates of progress of contemporaries in areas other than the foreign service, and to the rate of advancement in responsibility as well as dollars. FS 1s and 2s do not see any future in the foreign service. Much fear and uncertainty was

voiced about SM/SX concept. It was felt that the end result of this move would mean that the executive level positions in the foreign service would be filled by those from outside the foreign service. There is concern that the SX-SM group will in effect plug up opportunities for the foreign service.

One officer suggested two ways to clear up the promotion system: (1) adopt a single assignment system (2) use the "up or out" system whereby one can spend a maximum number of years at a given level, if not promoted then one is out of the system entirely.

It was felt that career planning by management is essential to a career foreign service but is almost non-existent. There is a need for the establishment of career a development and counselling officer rather than just using the posting officer. Such officers should be either trained professionals who are non-rotational or rotational employees who would stay in such a position for 3 or more years and who are provided with training for this function prior to starting on the job.

There was concern that the number of lateral transfers was hurting the promotion possibilities of those

who had been recruited as fully rotational officers at the FS 1 level.

Two officers suggested that seniority should play a far more important role in advancement and suggested that we look seriously at the Japanese approach which in effect uses seniority. It was felt that there should be some balance between seniority and ratings as the basis of promotion.

Some officers referred to the ten grade system and looked forward to its re-introduction as a way around the blockage problem. Another group suggested reducing the number of foreign service officers being recruited and re-classifying some of the present officers (to AS, PM etc.) the result being the remaining "real" foreign service jobs (political and economic analysis, bilateral and multilateral negotiation etc.) would create a truly challenging package for officers recruited into FS category.

Concern was expressed that performance on the job (good or bad) has no bearing on future prospects. A FSO who was Chargé for six months has no confidence that his performance will have any significant effect on his own career or future postings.

3. Lack of adequate training

Lack of adequate training for foreign service members was mentioned at 10 of the posts. Two types of training were discussed: specific job training and training towards promotion.

It was generally felt that lack of adequate job training results in people trying to do jobs for which they are not prepared. This extends across the support and officer categories. Inadequate training of junior officers inevitably produces bad management as these untrained people move up the system.

Some communicators felt that many people were untrained for the jobs assigned them and mentioned that many CR-6 positions were in fact being filled by CR-4s. One SCY felt that the people she worked for were not prepared for their jobs particularly in the areas of general representational and diplomatic and protocol areas of foreign service activity. She felt that there should be general training provided for foreign service officer and support staff in order to delineate what is expected of them and how the system is meant to operate.

A CGOT officer takes the duty officer role and therefore has to do a certain amount of consular work on occasion and has not been trained to do it.

One officer said that there did not seem to be any attempt to provide general training in Public Administration or to provide any program of continuing training for the people in the foreign service and that lack of training was affecting performance and productivity.

There is a great lack of training for support staff, especially the rotational employee who is left to fend for himself in "on the job situation", under an officer who can't help because he doesn't have adequate training in administration or personnel matters.

Support staff complained that lack of training in various job areas prevented them from moving into other categories. They would like to see some training provided to prepare them to move into the AS or FS stream.

4. Ottawa is the place to be.

The idea that Ottawa is the place for promotions and opportunities was expressed by a number of 10 posts. The general feeling is that it is a disadvantage career-wise to be rotational. Foreign Service officers are held back as they are not able to apply for competitions. The perception seems to be that if you are in Ottawa you have a much better chance of being promoted. To get ahead, Ottawa postings were necessary. The system is biased in favour of so-called rotational personnel who do not go out into the field and who gain extra knowledge while in Ottawa and therefore get most of the promotions.

Officers have the view that the foreign service was not being looked at as a 35 year career. They feel there is a definite time, more or less related to rotation and perhaps to postings, of about an 8 year period after which rotationality was not seen as particularly desirable. In order to be promoted it was now necessary to return to Ottawa, whereas in the past, an officer could look forward to an entire career overseas.

Multiple postings abroad before returning to Ottawa had serious consequences from a career standpoint

and this is a reflection of the belief that if you want to be promoted you have to be known and have worked in Ottawa for a substantial period of time, otherwise your promotional opportunities are restricted.

5. Criticism of rating system/assessment

A number of the posts criticized the rating system. The credibility of the process as well as the fairness of it was questioned. It was suggested that the appraisal system reflects in most cases the appraiser's ability to write rather than the employee's ability to work.

Both officers and support staff implied that there was no effective means in the system for recognizing or rewarding performance. One suggestion was that financially it could be done by removing the ceiling on Foreign Service premium which would create some room to do something constructive in terms of recognizing both competence and the difficulties of serving abroad. This would benefit primarily those now at the maximum.

Another complaint was that tests for promotions were Ottawa oriented and should have been oriented to foreign service.

The SCY's complained that no credit is given for experience in the private sector. They felt that promotions should take into consideration length of service and experience. The SCYs felt that Personnel was inconsistent - when a request was made for a certain job it was often denied because the position was of a higher grade; on the other hand, Personnel themselves often posted SCYs to fill positions of a higher grade.

There is no extra recognition given for time spent at a hardship post. A system should be devised whereby extra points are added to one's promotionability or to one's performance pay in accordance with time spent at a post.

The diplomatic couriers have a special problem in that at the present time there is no one in the department competent to rate diplomatic couriers. Their head courier is the same level as they are and therefore cannot rate them. A foreign service officer cannot rate them because he doesn't have any knowledge of what a diplomatic courier is supposed to do. They think that the couriers should be rated by the head courier who should be at least one level higher than the other couriers.

There were complaints that there is no redress in the rating system - if a person gets a bad rating there is nothing they can do about it. Also it was felt that the rating system is held over peoples' heads to get as much work as possible out of them.

Another group suggested that appraisals are not properly reviewed and that employees' comments on ratings are ignored. Although it was agreed that appraisals were necessary and should be considered for promotion selection, the group indicated that the appraisals should be looked at more closely and the employees' comments taken into consideration when the employee has requested training, education leave, language training or other courses that may help him or her in obtaining further advancement.

6. Postings

The main complaint regarding postings was that there is too little planning going into the assignment of postings, too little sensitivity to peoples' needs, too little prior notice. Last minute changes in postings are made with no reason or explanation given to the individual concerned. One example was given of an officer

who was officially notified that he had been posted back to Ottawa, was planning on that, and subsequently got a telegram simply saying to report to •
Ottawa cancelled - no explanation, no reason given.

Some posts are being extended from 3 to 4 years and from 2-3 years which is causing great unhappiness for staff. One CM suggested that a 2 year posting with an option for a third year would be preferable. It was suggested that hardship posts and good posts should be more evenly distributed across everyone's career.

Support staff suggested that a non-rotational posting officer with foreign service experience should be assigned in Ottawa. They felt that this might ensure more personal and long-term planning for support staff taking preferences and experiences into consideration. At present they feel there is no logic involved in postings.

7. General dissatisfaction with job content.

Complaints were made about the lack of interesting and varied work. Heavy work load was cited as a reason for job dissatisfaction. At the support staff level, job satisfaction tends to be eroded by the lack of variety and the lack of clear opportunity.

A number of officers complained about the preparation of various kinds of program material ranging from program forecast material to economic reports which go back to Ottawa and just die - there is no feed back.

There was a suggestion that the Foreign Service was guilty of misusing human resources, placing the wrong people in jobs, or having jobs which are so over classified that no satisfaction was possible.

TEAM INTERVIEWS -
SECURITY

Security is not considered a major issue at most of the posts but there are some posts that definitely have security problems. There is some concern relating to political violence but the major problem is robbery and robbery with violence. Another problem is that once security inspections have taken place and reports have been made, no action is forthcoming.

A Latin American Post

There are two aspects to the problem here - the first is a threat of robbery, robbery with violence and kidnapping, which all foreigners must face. The second problem is political violence and the security considerations related to these acts. This political violence affects everyone even though not directly aimed at Canadians nor foreigners for that matter. Children have to be watched carefully and there can be no spontaneous play activity outside houses. All their activities have to be carefully arranged in advance. Wives are hesitant about going out and their willingness to travel within and outside the city is also affected.

A Caribbean Post

There is very real concern at this post with the physical security problems. There is a lot of burglary with violence. This situation frightens people and conditions and restricts the way in which they can live. One suggestion was that there should be danger pay at some posts. Two people referred to security steps that were promised but never quite happened relating to two-way radio facilities. One of the favourite approaches to robbery is to throw a stone through the windshield of an incoming car. The windshield shatters and that reduces the visibility so that people tend to stop or else they get out to see what happened and, of course, they get robbed.

An African Post

A major concern at this post is security. The crime rate is atrocious. The streets are not safe at night - they are not safe for local people, they are not safe for whites, cars are being stopped, people beaten up and robbed.

A South American Post

One complaint here was that security people from Ottawa had visited and then recommended that physical security at houses be upgraded but there was no follow-up. This lack of any change to physical security arrangements has left a number of employees feeling somewhat nervous about their protection.

An African Post

Security concerns are very prevalent at this post. Break-ins and robbery with violence are an every day occurrence. Robberies in residential areas are mostly carried out by organized gangs, who carry dangerous weapons such as guns and machetes which they don't hesitate to use. There is concern that adequate measures to protect the lives of Canadian employees and their families are not being taken.

A Caribbean Post

People are concerned about security in the home. Husbands are often away from the post for periods of time, leaving the wives at home alone. Guards are not always available and the telephone system is not reliable. The use of two-way radio equipment was suggested.

A Middle Eastern Post

Little discussion of the possibility of Political terrorism or a war situation, however, there was much talk about the non-violent robbery situation in the city.

A Far Eastern Post

There was some concern about the physical security within the Embassy. The guards were removed, supposedly to be replaced by electronic counter-measures, which apparently have not been taken, although the guards are gone.

TEAM INTERVIEWS -
SOCIO-CULTURAL

The two major areas of concern under the heading of Socio-Cultural were Briefings and Language Training. Adjustment and isolation were also discussed.

Complaints about the briefing practices centered on two issues: the inadequacy of the briefings in general and the post reports which are not kept up-to-date. People generally agreed that pre-posting briefings are essential for the smooth integration of employee and spouse into a new environment. Most people thought that the briefings needed to be improved in order to remain useful.

One suggestion was that pre-posting briefings should be made more available to both employee and spouse. Among one group of spouses some did not go because of their jobs, some did not go because their husbands didn't think it worthwhile, some did not go because their husbands didn't tell them. To remedy this situation, invitations should be sent to the wives at the home address with details as to timings and content.

One person suggested that spouses should be given security briefings as well as general briefings. Another group suggested that briefings in Ottawa should be tailored as well to the individual requirements of the employee, spouse and family especially for places that were going to be difficult and where there were few outlets for the talents and the interests of the family. There should be better briefing on arrival at the post with stress on local conditions, local facilities, medical resources -- the whole range of facilities available at the post of which people, both employees and spouses, sometimes seem to be unaware for a number of months and even then have to find out for themselves rather than use the experience of those who are already at the post. One officer commented that the employee being posted and family should be treated as a unit in terms of briefings and in the general preparations for the posting.

The need for assistance in settling in at the post and some form of briefing on local conditions was stressed.

A number of people complained that post reports are often out of date and inadequate in certain respects. All post reports are not available at post and therefore it is difficult to assess the possibilities for cross-posting. Post reports do not reflect actual conditions of the post. Post reports do not always have necessary information such as information on local transportation. Some written documentation on services and general information should be available to people on arrival at post.

The general feeling was that the pre-posting briefings were just not adequate. People did not have enough information. The real need for more thorough pre-posting briefings was stressed combined with a more realistic assessment of the actual conditions to be encountered at a particular post. Courses covering the geographical, political and historical aspects of the country of posting should be given to the family. People thought that the briefings could be a very important tool in preparing people for overseas assignments.

A number of people suggested ways to improve the briefings. Special training should be provided to those having hospitality responsibilities. One person suggested a briefing for non-External people on External Affairs abbreviations and jargon. The cultural aspects of the country should be explained more fully to help alleviate culture shock. Employees or spouses who had recently served at a post could be very helpful at briefings in giving an accurate picture of the post. Single assignment employees need good pre-posting training and briefings to better prepare them for the job ahead. People want to have a briefing on the specific conditions of living in a Moslem country. Another group suggested as well that a more detailed briefing on Islam and living in an Islamic society would better prepare people for a posting in Saudi Arabia.

Support for more specific briefings was strong. Pre-posting briefings should be related to the post itself and to people's requirements at the post. These briefings would supplement the general briefings on the administrative aspects of proceeding and living abroad. There should also be a briefing on the content of the job itself for administrative staff as well as for programme staff. The pre-posting briefings are not specific enough to be useful for either the employees or their spouses. General briefings were indeed very general and consequently individuals were arriving at posts not as well prepared as they might have been.

The plea for more language training was loud and strong. The opinion, expressed by most people, was that language training should be provided for everyone: officers, administrative staff and dependants. Language training was considered necessary for all employees and their families, even if the training was only what can be termed a "survival package" course to enable people to get along better in the foreign environment.

Language training is very important for spouses. The ability to speak the local language is of tremendous importance in the ability to cope with the cultural shock. Adaptation is much more difficult without basic training in the language of the country. Not only was the spouse often forgotten but children did not seem to be taken into consideration when language training was being planned either to have the children taken care of while the parents were at language school or to provide language training to the children themselves.

Language training was as much a requirement for administrative staff as it was for officers. When administrative staff did not have local language skills, their efficiency in carrying out their responsibilities was severely restricted. One post suggested that language training for administrative staff should be given before arrival or on arrival taking employees away from the job rather than trying to combine the job and learning a new language. People couldn't carry the load of both their job requirements and language training at the same time, something had to give and usually the employee gave up on the language training.

External Affairs should encourage employees and family to take language training on arrival at post, or before departing on post. The lessons do not have to be intensive but sufficient to allow people to converse in everyday needs, shopping, getting taxis.

The general feeling is that language training should be universally available for all employees and their families. The need for language training relates directly to the employees ability to adapt to and survive in the local environment.

Most of the comments on the adjustment period related directly to the initial reception. Settling in at a new post can be a painful experience if there are no reception procedures and no thought given by the post to what is required by new arrivals. There were several complaints about the inadequacy of handling people when they first arrive on posting. The system does not provide the kind of support and assistance they need during the first week or so that they are on the post. There was a suggestion made that there should be a designated liaison officer to deal with new arrivals. Another post suggested that post resources should be fully at the disposal of the incoming people so that there was as little delay as possible in becoming fully operational. One group of wives

complained about the absolute absence of co-operation and assistance in settling in upon arrival.

One individual suggested that the post should have a welcome person who could advise new arrivals on general subjects, i.e. schooling, transportation, what can be purchased at the post; places to shop; how to cope with servants and what salaries to pay them. The meeting of new arrivals and briefing them on local conditions is very important and can turn a posting into a very pleasant stay. On the other hand, if people are left to fend for themselves, their initial reaction to the environment can be a discouraging one. One factor affecting the adjustment period is the availability of transportation for new arrivals especially when there are delays in car shipments. The post should provide transportation so that people can get around more easily.

Basically people are saying that if they have a poor reception on arrival at a post and if they are not given any help in settling in they have problems adjusting to their new environment.

Comments on isolation related either to distance from Canada or to particular posts. The marvels of the mail were also discussed. Some of the remarks on isolation related directly to the FSDs and Canada leave and the need most people have to return to Canada more often. Single people experience a greater feeling of isolation as they do not have the emotional comfort of the family environment.

Better contact with the outside world was needed to control feelings of isolation. The need for more Canadian periodicals and newspapers was expressed. At one post the officers expressed the difficulty they had in keeping abreast of current events in Canada. Greater efforts were required to bring Canadian news to those in far away posts. The Globe and Mail was considered a valuable source of news. One suggestion was the Ottawa should tape the CBC weekly round-up of the news in Canada and make these tapes available immediately to posts by bag.

Some posts such as Moscow experience a greater feeling of isolation because of the political restrictions of the life style. The people in Jeddah live with severe restrictions. There is nothing to do in the city, no alcoholic beverages are served in restaurants, there are no clubs. Single females have to drive with an embassy chauffeur. Females are subjected to constant harassment.

The inadequacies of the mail service tend to heighten the feeling of isolation. Several posts complained about the slow, irregular mail service. In Havana, the mail only moves in or out every two weeks and it is creating a lot of resentment and some aggravation for people's private lives. For example, if a chargex bill is not received until two weeks after the due date somebody is going to pay interest. The suggestion repeatedly made is that personal mail should be sent by while bag. The fact that a mail bag is received only every two weeks in Peru reinforces the sense of isolation felt by all employees. In Singapore two people suggested, with regard to the delivery of mail and other goods to the post, that there should be greater imagination demonstrated by using both the DND training flights and the refugee flights that were coming empty from Canada, for this purpose.

